

Historic, archived document

Do not assume content reflects current scientific knowledge, policies, or practices.

88TH CONGRESS
1ST SESSION

123
S. 1716

IN THE SENATE OF THE UNITED STATES

JUNE 13, 1963

Mr. RANDOLPH (for himself, Mr. CLARK, Mr. McNAMARA, Mr. PELL, Mr. KENNEDY, and Mr. McINTYRE) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To amend the Manpower Development and Training Act of 1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That (a) subsection (d) of section 203 of the Manpower
4 Development and Training Act of 1962, as amended, is
5 hereby repealed.

6 (b) Subsections (e), (f), (g), (h), (i), and (j) of
7 such section 203, and all references thereto, are hereby
8 redesignated as subsections (d), (e), (f), (g), (h), and
9 (i), respectively.

10 SEC. 2. The third sentence of section 231 of such Act is

1 amended by striking out the words "for the period ending
2 June 30, 1964".

3 SEC. 3. Subsection (b) of section 304 of such Act is
4 amended by striking out the words "a like amount" and
5 inserting in lieu thereof "322,000,000".

88TH CONGRESS
1ST SESSION

S. 1716

A BILL

To amend the Manpower Development and
Training Act of 1962.

By Mr. RANDOLPH, Mr. CLARK, Mr. McNAMARA,
Mr. PEIL, Mr. KENNEDY, and Mr. McINTYRE

JUNE 13, 1963

Read twice and referred to the Committee on Labor
and Public Welfare

Judiciary, and ordered to be printed in the RECORD, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Secretary of the Interior is authorized to release to Wilmer Allers and Jane B. Allers (husband and wife), both of Malin, Oregon, and their heirs and assigns, that interest reserved by the United States in lots 4, 5, 6, and 7 of block 29, supplemental plat of Malin (Klamath County), Oregon, pursuant to the Act of August 30, 1890 (26 Stat. 371), which interest relates to the right of the United States to construct ditches and canals upon and through such lots.

SEC. 2. Upon payment within six months following the date of enactment of this Act by the said Wilmer Allers and Jane B. Allers (or their heirs or assigns) to the Secretary of the Interior of an amount equal to the current fair market value of the interest authorized to be released under the first section as determined by the Secretary after appraisal, the Secretary shall execute and deliver to Wilmer Allers and Jane B. Allers (or their heirs or assigns) an appropriate written instrument which will effect the release so authorized.

ANDRES MENDOZA

Mr. MORSE. Mr. President, I introduce, for appropriate reference, a bill for the relief of Andres Mendoza—also known as Andres Molostvov. I ask unanimous consent that the bill be printed in the RECORD.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 1714) for the relief of Andres Mendoza (also known as Andres Molostvov), introduced by Mr. MORSE, was received, read twice by its title, referred to the Committee on the Judiciary, and ordered to be printed in the RECORD, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That for the purposes of the Immigration and Nationality Act, Andres Mendoza (also known as Andres Molostvov) shall be held and considered to have been lawfully admitted to the United States for permanent residence as of the date of the enactment of this Act, upon payment of the required visa fee. Upon the granting of permanent residence to such alien as provided for in this Act, the Secretary of State shall instruct the proper quota-control officer to deduct one number from the appropriate quota for the first year that such quota is available.

AMENDMENT OF MANPOWER AND DEVELOPMENT TRAINING ACT OF 1962

Mr. RANDOLPH. Mr. President, on behalf of myself, and Senators CLARK, McNAMARA, PELL, KENNEDY, and McINTYRE, I introduce, for appropriate reference, a bill to amend the Manpower and Development Training Act of 1962.

The proposed measure would provide 100 percent Federal funds to the States for retraining allowances for the unemployed after June 30, 1964, under the provisions of the act, and would also support with 100-percent Federal participation the State agreements for voca-

tional retraining of the unemployed after the same date. It would leave unaltered the provisions for on-the-job training and vocational upgrading of employed persons, and in effect, would provide for the continuation of the Manpower and Development Training Act program in fiscal 1965 on the same basis that it has been effectively administered in fiscal 1963, and as it will be administered in fiscal 1964.

This bill, Mr. President, has grown out of our experience of administering the Manpower and Development Training Act during the past year. It is supported by the administration and by evidence gathered by the Department of Labor, and its need is substantiated by abundant testimony presented in recent hearings to the Subcommittee on Manpower and Employment of the Senate Committee on Labor and Public Welfare, on which I am privileged to serve.

According to the Department of Labor, some 40 States have made no plans to provide their 50-percent matching funds after June 30, 1964, as stipulated under the relevant provisions of the original act, and are without funds to do so. This condition was further demonstrated in testimony presented last week to the Subcommittee on Manpower and Employment by five State commissioners of employment security who appeared before our committee. It is for this reason that the authorization for fiscal 1965 must be increased to provide for full Federal participation in the amount that was originally established as the responsibility of the States.

Without the enactment of the proposed measure the Federal Government will not be able to negotiate agreements with the States this fall for training programs that will be initiated next January and which will extend into fiscal 1965.

For this reason it is important that the Congress act with dispatch on the pending bill.

The VICE PRESIDENT. The bill will be received and appropriately referred.

The bill (S. 1716) to amend the Manpower Development and Training Act of 1962, introduced by Mr. RANDOLPH (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

EXEMPTION OF CERTAIN WAGES AND SALARY OF EMPLOYEES FROM WITHHOLDING FOR TAX PURPOSES

Mr. MONRONEY. Mr. President, I introduce, for appropriate reference, a bill to amend the Interstate Commerce Act and the Federal Aviation Act of 1958 in order to exempt certain wages and salary of employees from withholding for tax purposes under the laws of States or subdivisions thereof other than the State or subdivision of the employee's residence.

In essence the bill provides that wages of certain interstate airline and motor carrier employees shall only be subject

to withholding for State or local income tax purposes in the States of their respective residences. The proposed legislation is limited in scope to airline and motor carrier employees actually engaged in operating aircraft or vehicles in interstate commerce.

Both the individuals and the conveyances which they operate are, in a very real sense, actual instrumentalities by which transportation is conducted in interstate commerce and this legislation is designed to protect those instrumentalities and that commerce from unduly burdensome and duplicating tax compliance procedures by States and their local subdivisions.

It should be emphasized that the proposal will not impair the general taxing authority of the States in any way, nor will it relieve the affected employees of their liability to pay taxes properly due. It will prevent the application of collection procedures which create difficulties for the taxed persons and their employers involving expense to them out of all proportion to the benefits which might accrue to the States thereunder.

Serious problems of administration and equity are involved in attempts by States and their subdivisions to tax individuals wherever they may happen to be, even for brief periods of time, and to impose responsibility for collection of such imposts upon their carrier employers.

Contrary to popular conception, the activities of airline pilots and interstate truck drivers do not fall into set patterns of designated routes customarily traveled. Their employment in interstate service is governed, among other things, by diverse operating requirements of carriers and by union work rules. The result is that many of these individuals will be assigned to a succession of operations, each of which may involve different States. Exposure to multiple taxation by a large number of States and municipalities is obvious. It would be impossible for them to handle these tax compliance problems without employing professional help.

Similarly, the accounting detail which multiple withholding will require of employers would create an expense which, in many cases, would exceed the actual amounts to be withheld for local governments.

The magnitude of the problem is apparent when it is realized that of 37 States imposing income taxes, 35 impose net income taxes on individuals. All of them require withholding on the full amount earned by residents and 31 require withholding on amounts earned by residents and nonresidents within their borders. The four States which do not require withholding from their own residents do require it as to earnings by nonresidents. In addition, 27 cities impose income taxes and 26 of these require withholding as to both residents and nonresidents.

Although a number of jurisdictions have been reluctant to proceed with this type of withholding even though authorized to do so under present laws, the problem upon which congressional ac-

tion is requested can be expected to multiply in the future, with consequently greater hardships on the parties concerned. For this reason it is imperative that action be taken now to simplify the burdens of these instrumentalities of interstate commerce at a time when it can be done with minimal effect upon State fiscal policies and with clarification as to State tax procedures in the future.

In the final analysis, State and local income tax withholding requirements upon these employees create a very real burden on interstate commerce which the Congress is empowered to, and should, prevent.

Mr. President, I also ask unanimous consent that the full text of this bill be printed in the RECORD.

The VICE PRESIDENT. The bill will be received and appropriately referred; and, without objection, the bill will be printed in the RECORD.

The bill (S. 1719) to amend the Interstate Commerce Act and the Federal Aviation Act of 1958 in order to exempt certain wages and salary of employees from withholding for tax purposes under the laws of States or subdivisions thereof other than the State or subdivision of the employee's residence, introduced by Mr. MONRONEY, was received, read twice by its title, referred to the Committee on Commerce, and ordered to be printed in the RECORD, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That part II of the Interstate Commerce Act is amended by inserting after section 226 a new section as follows:

"EXEMPTION OF CERTAIN WAGES AND SALARY OF EMPLOYEES FROM WITHHOLDING BY OTHER THAN RESIDENCE STATE

"SEC. 226A. (a) No part of the wages or salary paid by any motor carrier to an employee of such motor carrier engaged in the operation of a motor vehicle in interstate commerce in two or more States shall be withheld for tax purposes pursuant to the laws of any State or subdivision thereof other than the State or subdivision of such employee's residence, as shown on the employment records of such carrier; nor shall such carrier file any information return or other report for tax purposes with respect to such salary or wages with any State or subdivision thereof other than such State or subdivision of residence.

"(b) For the purposes of this section, the term 'State' also means any possession of the United States or the Commonwealth of Puerto Rico."

SEC. 2. Title XI of the Federal Aviation Act of 1958 is amended by inserting after section 1111 the following new section:

"EXEMPTION OF CERTAIN WAGES AND SALARY OF EMPLOYEES FROM WITHHOLDING BY OTHER THAN RESIDENCE STATE

"SEC. 1112. (a) No part of the wages or salary paid by any air carrier to an employee of such air carrier engaged as a flight crew member or flight attendant (including a flight steward or stewardess) aboard aircraft operated in air transportation shall be withheld for tax purposes pursuant to the laws of any State or subdivision thereof other than the State or subdivision of such employee's residence, as shown on the employment records of such carrier; nor shall such carrier file any information return or other report for tax purposes with respect to such salary or wages with any State or subdivision thereof other than such State or subdivision of residence.

"(b) For the purposes of this section, the term 'State' also means the District of Columbia and any of the possessions of the United States."

SEC. 3. That portion of the table of contents contained in the first section of the Federal Aviation Act of 1958 which appears under the heading "Title XI—Miscellaneous" is amended by adding at the end thereof the following:

"Sec. 1112. Exemption of certain wages and salary of employees from withholding by other than residence State."

INCREASING PAYMENTS TO COUNTIES CONTAINING FEDERAL WILDLIFE REFUGES

Mr. HUMPHREY. Mr. President, on behalf of myself and my colleague from Minnesota [Mr. McCARTHY], I introduce proposed legislation which would authorize increased payments to counties in which Federal wildlife refuges are situated. This bill is identical to S. 3201, which was introduced by Senator McCARTHY and me last year.

Experience in the management and operation of wildlife refuges over the last two decades has shown the need, and an urgency has developed, for an early revision upward of the formula for making payments to counties having wildlife refuges or wetland areas containing federally owned land.

With the ever-increasing cost of government on all levels, the local subdivisions are in a tighter squeeze than ever before. This situation will tend to intensify in the States of Minnesota, North Dakota, and South Dakota during the next 6 or 7 years as the wetlands acquisition program under Public Law 87-383 gets into full operation.

Mr. President, the Department of the Interior, in its letter of June 20, 1962, to the chairman of the Senate Commerce Committee [Mr. MAGNUSON], strongly recommended enactment of legislation providing for increased payments. It did not go as far as recommending that the payments be 1 percent of the adjusted true value of the federally owned land, as is proposed in my bill, but modestly recommended that the payments to the particular counties be three-fourths of 1 percent of such value. This recommendation is helpful, even though it did not go as far as I had hoped and would have liked.

Under a 1935 act, the formula for the present payment to counties for federally owned land in wildlife or wetland areas is an amount equal to 25 percent of the net proceeds from the refuges therein. Receipts of refuges are derived from the sale of surplus wildlife, timber, hay, grass, or other spontaneous products of the soil, shell, sand, gravel, and from other privileges on wildlife refuges.

In many instances a wildlife refuge yields very little or no returns. Consequently, even if all receipts therefrom were turned over to the county, the amount would be extremely small. The Department's letter report on the proposed legislation states that the smallest payment to a county in 1961 was \$1.

The remaining 75 percent of the net refuge receipts remain available to the Department of the Interior, pursuant to

a permanent indefinite appropriation provision in the act of September 6, 1950, for the management of the national wildlife refuge system and the enforcement of the Migratory Bird Treaty Act.

Almost all counties derive their sole income, or at any rate their principal income, from taxation of property within the county. Any loss of taxable acreage is a blow to the county's financial structure. This is even more serious when in addition to the tax loss the county may become obligated to make additional expenditures due to the use and development of the land taken off the tax rolls.

The loss of tax revenue through Federal acquisition is one of the measurements which should be applied in evaluating proposals for the most equitable payments to losing counties. Other components of such payments might well be compensation in part for increased costs of policing by peace officers necessitated by the wildlife development and accompanying recreational facilities; necessary and unexpected construction and rerouting of local roads to and around the refuge and other impacts on the finances of the local governmental units.

Mr. President, I do not intend that this bill is, nor should it be construed to be, legislation for reimbursement in lieu of taxes. Counties in which wildlife refuges are located are at present receiving a Federal payment. This legislation merely would put the formula under which that payment is made on a more equitable basis.

I do not want to be understood as saying there are no positive benefits from wildlife refuges, wetland areas, or other migratory waterfowl habitat development. There are many. Most of these, however, are more statewide and national than local.

The very reason for the wetlands acquisition program is to preserve for the benefit of the Nation's migratory waterfowl, at the earliest possible time, the most important and valuable duck and geese nesting and producing areas in the United States. These are located in the three States I have mentioned.

Despite the many tangible and intangible benefits from wildlife refuges and their development, local governmental officials view such projects with the feeling that the net benefits are negative.

Mr. President, in order to lessen local opposition to the wetlands acquisition program; reduce the impact of land withdrawal from county tax rolls; and as far as possible protect and preserve the financial structure of affected counties, I urge the Senate Commerce Committee and the Senate itself to approve and recommend that payments to counties be on the basis of 1 percent on the adjusted true value of the federally owned lands.

Mr. President, I ask unanimous consent that the bill be printed at this point in the RECORD. I also ask unanimous consent that there be printed in the RECORD a U.S. Department of the Interior press release, dated June 13, 1962, which states that the Department of the Interior strongly supports a change in

88TH CONGRESS
1ST SESSION

S. 1831

IN THE SENATE OF THE UNITED STATES

JULY 2, 1963

Mr. CLARK (for himself, Mr. HART, Mr. HUMPHREY, Mr. JAVITS, Mr. KEATING, Mr. KENNEDY, Mr. LONG of Missouri, Mr. MANSFIELD, Mrs. NEUBERGER, Mr. PELL, Mr. PROUTY, Mr. RANDOLPH, Mr. RIBICOFF, and Mr. WILLIAMS of New Jersey) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

A BILL

To amend the Manpower Development and Training Act of 1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Manpower Development and Training Act of
4 1962 is amended by adding at the end of section 202 the
5 following new subsection:

6 “(h) Whenever appropriate, the Secretary of Labor
7 may also refer for the development of functional literacy and
8 basic work skills those eligible persons who will thereby
9 be able to pursue courses of occupational training, and such

1 referrals shall be considered a referral for training within the
2 meaning of this Act, except that the provisions of subsection
3 (d) of this section shall not apply to the selection of persons
4 under this subsection, and such persons shall be eligible for an
5 additional 52 weeks of training allowances.”

6 SEC. 2. Subsection (c) of section 203 of such Act is
7 amended by striking out the word “nineteen” and inserting
8 the word “sixteen” in lieu thereof, by striking out “5 per-
9 cent” and inserting in lieu thereof “15 percent”, and by
10 striking out the period at the end thereof, inserting a comma
11 in lieu thereof, and adding the following: “*Provided*, That
12 no allowances shall be paid to any such youth who drops out
13 of school, for a period of three months after the date of drop-
14 out.”

15 SEC. 3. Section 231 of such Act is amended by striking
16 out the period at the end of the first sentence, inserting a
17 comma in lieu thereof, and adding the following: “except
18 that with respect to referrals under subsection (h) of section
19 202 the Secretary of Health, Education, and Welfare may
20 make arrangements for the provision of the training to be
21 provided under such subsection (h) through other appro-
22 priate education agencies”.

23 SEC. 4. Section 302 of such Act is amended by striking

1 out the word “vocational” before the words “education and
2 training”.

3 SEC. 5. Subsection (b) of section 305 is amended by
4 striking out the word “vocational”.

A BILL

To amend the Manpower Development and
Training Act of 1962.

By Mr. CLARK, Mr. HART, Mr. HUMPHREX, Mr.
JAVITS, Mr. KEATING, Mr. KENNEDY, Mr.
LONG of Missouri, Mr. MANSFIELD, Mrs.
NEUBERGER, Mr. PELL, Mr. PROUTY, Mr.
RANDOLPH, Mr. RIBICOFF, and Mr. WILLIAMS
of New Jersey

JULY 2, 1963
Read twice and referred to the Committee on Labor
and Public Welfare

4. The fiction that this is "fighting for freedom."

Rev. Dr. Judah Cahn, Rabbi, Metropolitan Synagogue, New York City; Rev. Dr. Harry Emerson Fosdick, Minister Emeritus, Riverside Church, New York City; Rev. Dr. Donald Szan-
tho Harrington, Minister, Community Church, New York City; Rev. Dr. John Haynes Holmes, Minister Emeritus, Community Church, New York City; Rev. Dr. Edward E. Klein, Rabbi, Stephen Wise Free Synagogue, New York City; Rev. Dr. Julius Mark, Rabbi, Temple Emanuel, New York City; Rev. Donald W. McKinney, Minister, First Unitarian Church, Brooklyn, New York; Rev. Dr. Reinhold Niebuhr, Professor Emeritus, Union Theological Seminary, New York City; Rt. Rev. James A. Pike, Bishop of California; Rev. Hozen Seki, Minister, Buddhist Church, New York City, and Rev. Dr. Ralph W. Sockman, Minister Emeritus, Christ Church (Methodist), New York City.

(Organizations listed for purposes of identification only.)

Mr. KUCHEL. Madam President, a parliamentary inquiry.

The ACTING PRESIDENT pro tempore. The Senate will state it.

Mr. KUCHEL. What business pends before the Senate?

The ACTING PRESIDENT pro tempore. The Senate is still in the morning hour.

Mr. KUCHEL. Madam President, if there is no further morning business, may the morning hour be closed?

The ACTING PRESIDENT pro tempore. Is there further morning business? If not, morning business is closed.

AMENDMENT OF DISTRICT OF COLUMBIA REDEVELOPMENT ACT OF 1945

Mr. KUCHEL. Madam President, I move that the Senate proceed to the consideration of the unfinished business.

The ACTING PRESIDENT pro tempore. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 628) to amend the District of Columbia Redevelopment Act of 1945.

The ACTING PRESIDENT pro tempore. The question is on agreeing to the motion of the Senator from California.

The motion was agreed to; and the Senate resumed the consideration of the bill.

ORDER OF BUSINESS

Mr. JAVITS obtained the floor.

Mr. JAVITS. Madam President, I ask unanimous consent that I may yield to the Senator from Pennsylvania [Mr. CLARK] for 10 minutes, without losing my right to the floor.

The ACTING PRESIDENT pro tempore. Is there objection to the request by the Senator from New York? The Chair hears none, and it is so ordered.

THE MANPOWER REVOLUTION AND THE CANCER OF JOB DISCRIMINATION

Mr. CLARK. Madam President, on behalf of Senators MANSFIELD, RANDOLPH, PELL, KENNEDY, JAVITS, PROUTY, and myself, I introduce, for appropriate reference, amendments to the Manpower Development and Training Act which carry out the recommendations contained in the President's civil rights message of June 19.

I ask unanimous consent that the text of the bill may be printed in the RECORD, at the conclusion of my remarks.

The ACTING PRESIDENT pro tempore. Is there objection to the request of the Senator from Pennsylvania? The Chair hears none, and it is so ordered.

(See exhibit 1.)

Mr. CLARK. Madam President, I ask unanimous consent that the bill may lie on the desk, for additional cosponsors, until a week from today.

Madam President, since there are amendments to the Manpower Development and Training Act, which in turn came from the Committee on Labor and Public Welfare when it was first passed, I ask unanimous consent that the bill may be referred to the Committee on Labor and Public Welfare.

The ACTING PRESIDENT pro tempore. The bill will be received and appropriately referred; and, without objection, the bill will lie on the desk, as requested, and be referred to the Committee on Labor and Public Welfare.

The bill (S. 1831) to amend the Manpower Development and Training Act of 1962, introduced by Mr. CLARK (for himself and other Senators), was received, read twice by its title, and referred to the Committee on Labor and Public Welfare.

Mr. CLARK. Madam President, the bill deals with one of the most explosive and tragic problems haunting the country today—youth unemployment; particularly that unemployment which oppresses young and unwitting victims of racial discrimination.

No issue harbors graver dangers for the American future; none poisons our national conscience more; none is more wasteful of our national wealth. To provide the opportunities for useful citizenship—which means, in the final analysis, the right to a job—is not a matter of civil rights only. Nor is it solely a matter of justice. The right to work, in keeping with one's talents, is the basis for all other rights in our society. It is a right imbedded in the American experiment. It was formalized in the Employment Act of 1946. And our failure to make that right a reality for every American youth betrays the promise implicit in our civilization. In its most tragic form it betrays those culturally deprived youths who, for reasons which have nothing to do with their own abilities, must struggle through life under

the heavy burden of prejudice and discrimination with no opportunity to make their own contribution to the progress of society.

For more than a month now, the Subcommittee on Employment and Manpower of the Committee on Labor and Public Welfare has been engaged in a prolonged study of the Nation's nagging unemployment problem. While the diagnosis remains incomplete, some of the causes are already clear. One of the most acute sources of joblessness in America today is our failure to give substantial numbers of young people the skills, education, and the experience to compete in an economy which is changing profoundly in the kinds of talents and skills it requires. We are in the midst of a "manpower revolution" in which the terms of successful employment are far different from those of the past. The jobs of the future will not be pick and shovel jobs. They will require skill, literacy, adaptability—assets which can be provided only through adequate educational opportunities and training. Unfortunately, minority youths raised in poverty and squalor are all too often short on precisely that educational background they would need to compete for a job under even normal conditions.

Unemployment among youths is three times that among adults. And among the victims of discrimination it is twice as high as among all others.

The bill introduced here today attempts to deal with but a part of this awesome problem. There is no single panacea, no easy answer to youth unemployment. Its cure lies, in the main, in educational opportunity.

The amendments to the Manpower Development and Training Act modify that important program in several respects in order to meet the problem of unemployment among educationally deprived minority groups and youth:

TRAINING FOR FUNCTIONAL LITERACY AND WORK SKILLS

The bill would add a new subsection (h) to section 202 of the Manpower Development and Training Act so that many who are unable to participate because of a lack of basic education will be given the requisite literacy, and would then be able to pursue the courses of occupational training available under the present terms of the act. There are at the present time 300,000 functional illiterates walking the streets, looking for work and willing to work.

Referrals to these special educational courses would be considered as referrals within the present meaning of the act. An additional 52 weeks of training allowances are authorized since many of the participants will need more than 1 year of combined training and basic education in order to meet the training purposes of the act. Certain perfecting amendments are proposed for sections 231, 302, and 305 of the act to carry out

the purposes of this provision, and to enable State education agencies to provide the necessary programs.

LOWER AGE LIMITS FOR PARTICIPATION IN THE MANPOWER DEVELOPMENT AND TRAINING PROGRAM

The bill also amends subsection (c) of section 203 of the act to expand the possibilities of training youth under the program. It does this by lowering the eligible age limit from 19 to 16. The amendment increases from 5 to 15 percent the amount of total training allowances provided by the act which may be allocated to the training of young people. This more accurately reflects the proportion of this age group among the total unemployed and will permit us to reach more of those in most acute need of training for employment.

In his message the President asked for additional funds to take care of the expanded employment programs he recommended. The amendments introduced today do not include any new monetary authorization. This is because other legislation before Congress might affect the sums necessary. This applies particularly to S. 1716, introduced by Senator RANDOLPH on behalf of Senators McNAMARA, PELL, KENNEDY, MCINTYRE, and myself on June 13. That bill would extend full Federal funding of programs under the Manpower Development and Training Act an additional year in order that more States and communities may participate.

The Employment and Manpower Subcommittee, which I chair in the Committee on Labor and Public Welfare, will begin hearings on S. 1716 and today's amendments to the Manpower Development and Training Act starting Tuesday, July 17. Should the amount of newly authorized funds necessary become clear at that time, the subcommittee will consider steps to provide them.

Following action on these bills, the subcommittee will then proceed to hold hearings on S. 773, S. 1210, and S. 1211, all of them fair employment practices legislation. It is my hope that Senator HUMPHREY will have introduced similar legislation for consideration by the subcommittee at the same time.

No one maintains for a moment that this legislation—or any Federal legislation—will solve the problems of employment discrimination and youth unemployment by itself. But there are many things the Congress must do to help.

Certainly, one of them must be to extend the Juvenile Delinquency and Youth Offenses Control Act of 1961 so that some American cities are afforded the opportunity, with Federal help, to deal for the first time on a comprehensive basis with the problems of idle youth.

President Kennedy set forth the problem clearly in his civil rights message when he pointed out that the dangerously high levels of unemployment among Negro youth create "an atmosphere of frustration, resentment, and unrest which does not bode well for the future. Delinquency, vandalism, gang warfare, disease, slums, and the high cost of public welfare and crime are all directly related to unemployment among whites and Negroes alike."

"There is little value," the President stated, "in a Negro's obtaining the right to be admitted to hotels and restaurants if he has no cash in his pocket and no job."

The juvenile delinquency demonstration program affords a unique opportunity to provide new educational and cultural settings for idle youths in which they can find their way to gainful employment and the full rights of citizenship.

For this reason, I shall introduce—with the cosponsorship of other Senators—an extension of the present delinquency program within the next few weeks.

I agree with the President, however, when he said last March in Chicago that there is no single magic solution to our manpower problems.

Action is required on many fronts.

Public opinion is only beginning to awaken to the monumental employment challenge which lies ahead.

We have reared a technology capable of supplying an increasing share of society's material needs without corresponding increases in the levels of employment required to manufacture them. We have moved from a blue-collar to a white-collar economy.

We need only look at the statistics to see what the future holds.

At present the economy has surprised the economists. It is still on the rise 28 months after the last recession hit bottom in February 1961. The recovery has outlived the life expectancy of every business upturn since the end of World War I, and there is every prospect these trends will continue until the end of the year. It is true that our growth rate is far from sufficient, but: The gross national product has broken loose from the 1960 plateau and increased by \$8.3 billion in the first quarter of the year.

In May, personal income increased by \$2 billion.

Although corporate profits have failed to match the unusually high levels of late last year, they were still up \$3 billion in the first quarter of the year.

New investment in plant and equipment is expected to rise another 5 percent during the remainder of the year.

And here is the paradox: while the economy climbs, employment stagnates. While more and more goods are produced and the general level of affluence rises, we fail to match these increases with corresponding increases in new job opportunities.

As a result, unemployment, seasonally adjusted, stands at 5.9 percent of the Nation's labor force, a figure which has remained practically stable for 5 years. Unemployment in the midst of plenty.

Increases in productivity through technological and other improvements displace about 1,400,000 workers each year. In addition, new entrants coming into the labor force have swelled by a million over the number entering last year, and this will continue through 1970. At present, we must provide in the neighborhood of 2,400,000 new jobs each year.

We are failing to meet that goal by a wide mark. The number of new jobs

created has dropped from about 900,000 per year 10 years ago to about 500,000 per year over the last 5.

To absorb those displaced by advancing technology, as well as the ballooning numbers of new workers from the "war babies" generation, the Nation would have to have a prolonged growth rate of between 5 and 6 percent—a rate of growth we have never realized for prolonged periods of time.

Aggravating the challenge is the changing nature of the labor force our economy requires.

Throughout most of human history, the overwhelming majority of workers found employment among the unskilled tasks in agriculture and manufacturing. Education was important, but as a requisite for earning a livelihood it was essential only to the more skilled occupations and professions.

Today, repetitive labor is increasingly relegated to machines. Equally disturbing, and other white-collar chores caning, and other white collar chores can also be left to machines.

More and more the demand is for human labor to do those things machines cannot do. And to satisfy these needs a new kind of labor force is required.

This is the "manpower revolution." This is the challenge before us. And there are no easy answers to it.

Mr. President, I ask at this time unanimous consent to insert in the RECORD the report of the AFL-CIO entitled "The Coming Crisis—Youth Without Work."

There being no objection, the report was ordered to be printed in the RECORD, as follows:

THE COMING CRISIS: YOUTH WITHOUT WORK

When young people reach working age, they are at an important stage in their lives. It is the time to begin developing some work experience and skills. It is the time to assume a greater understanding of the responsibilities of being an adult and a member of a community. They are no longer children. For many, it is a time of marriage and the start of their own families.

These are important, formative years. It is a time when their ideas and attitudes—toward life and toward society—begin to take on a permanent mold. But without a decent opportunity to get started—without jobs—the ideas and attitudes developed during these formative years are bound to be twisted by the disappointments and frustrations they suffer.

It is for this reason that the problem of unemployment among young people warrants special attention. Jobless, disappointed youths quickly grasped at the solutions offered by Hitler. They provided a good base upon which to build the Nazi movement in prewar Germany.

Any totalitarian movements, be it Nazi, Fascist or Communist, directs its efforts toward those who have grievances, whether real or imaginary. And in the United States, in the years ahead, the grievances of our rapidly expanding youth population can be quite real indeed, if they are denied a reasonable chance for jobs.

The dangers of largescale unemployment among youths is not only a matter of economic hardship and deprivation and wasted manpower. Even more important is the fact that it represents a potential threat to society, not only in street gangs, crime, and delinquency, but in even more serious forms. It can become a threat to our way of life, not only from the young people who

are unemployed, but from the adults who today are passing through the years of their youth without a decent opportunity to get started in life. It is, therefore, only logical to be vitally concerned over the prospects for the future, with 26 million youngsters entering the labor force during this decade.

During the 1960's the United States will feel the impact of the largest labor force increase for any 10-year period in its history.

By 1970, the labor force will total 85.5 million—a rise of 12.6 million or 17 percent over 1960, according to Department of Labor estimates.¹ Of even greater significance, however, is the tremendous increase in the number of young people who will be seeking work for the first time.

Almost one-half the total increase in the labor force during this decade will be youths 24 years of age and under. In 1970, there will be nearly 20 million young men and women in the work force. In 1960, there were only 13.7 million.

In other words, while the total labor force is growing by 17 percent, the number of youths in the labor force will be increasing by 45 percent—nearly three times as fast. By way of contrast, in 1960 there were only 400,000 more youths in the labor force than in 1950.

All told, between 1960 and 1970, 26 million young people will enter the labor force to seek work for the first time. Between 1950 and 1960, only 19 million did so.

The sharp rise in the number of young workers in the 1960's is the result of the baby boom of the 1940's, particularly after the end of World War II. Previously, during the years of the great depression the United States had a low birth rate. As a result, the number of young people who entered the labor force during most of the 1950's was relatively low—less than 2 million each year.

The number of young men and women entering the labor force began to rise during the late 1950's and has been rising ever since. It will continue to move up in the years ahead as more of the babies of the 1940's become young adults.

In 1960 over 2 million new young workers entered the labor force for the first time; in 1965 there will be over 2.5 million; in 1970, 3 million. Furthermore, the high birth rate of the 1950's makes it certain this level—3 million new young workers each year—will continue beyond 1970.

This big expansion in the number of young people in the labor force, when considered in combination with the present high rate of unemployment among young workers, is cause for concern. Unemployment currently is very high for the labor force as a whole, but it is two to three times worse for young people. And with 26 million new young workers entering the labor force in the 1960's, unemployment can become a dangerously explosive problem in the next few years.

YOUTH UNEMPLOYMENT IN 1962

In 1962, the unemployment rate for the country as a whole was 5.6 percent. But that figure is nothing more than an average—the average of the impact of unemployment on all workers in the labor force—men and women, the skilled and unskilled, the self-employed and the wage earners, the young and the old, the white and the nonwhite. For some groups, the unemployment rate was less than 5.6 percent, and for others it was more. And in the case of young people under 25 years of age who generally suffer from a lack of skill and experience, it was considerably more.

¹ The labor force includes all persons 14 years of age and over who are (1) working or (2) are unemployed and seeking work. The labor force increases each year because there are more entrants into the labor force than there are those who leave it through death, retirement or other reasons.

Although the labor force includes boys and girls who are 14 and 15 years of age, as a practical matter there are relatively few of these youngsters in the workforce. By and large, those of this age group who are in the labor force are part-time workers, employed outside of school hours. Compared to older youths, these youngsters have relatively low unemployment rates—7.3 percent for boys and 6.7 percent for girls.

The picture changes sharply, however, for teenagers between 16 and 19 years of age. For them, the unemployment rate in 1962, for both boys and girls, was over 14.5 percent—nearly three times the rate for the full labor force. About one out of seven of these teenagers was unemployed in 1962.

It is this age group, 16 through 19, that makes up the vast majority of new young workers seeking jobs for the first time. Most, of course, are high school graduates, but many are school dropouts who leave at the first opportunity—at 16 years of age or soon thereafter.

For youths between the ages of 20 and 24, the unemployment rate declines as compared to 16 to 19-year olds. In the 20- to 24-year age group are young people who have graduated from college and who have, of course, reasonably good chances for employment. And those in this age group who have graduated from high school, or dropped out, already have been in the labor market several years. As a result, they have accumulated some work experience and some skills which enable them to fare better than those under 20 years of age. Last year, the unemployment rate for the 20- to 24-year old youths, both men and women, was about 9 percent—somewhat less than double the rate of 5.6 percent for the Nation as a whole.

Within each of these age groups, as it true of older groups as well, there are wide variations. Unemployment is more frequent among youths with less education and among those who are nonwhite—that is, Negro, Indians, Orientals, Filipinos and other dark-skinned people.

The net effect of these high rates of unemployment among young people was that 1.4 million youths between 16 and 24 years of age were counted as unemployed in 1962. This was more than one-third of the total unemployment in the Nation—4 million—although these young people accounted for less than 17 percent of the labor force. Taken as a group, the unemployment rate for youths 16 through 24 years of age was 11.3 percent—double the rate for the labor force as a whole. This means, of course, that one of every nine youths in this age group who were in the labor force was unemployed.

Some of them, of course, were still in school and were looking for part-time work only. The vast majority, however, were seeking fulltime jobs.

More important than the number of young people who were seeking part-time jobs is the number of youths who were working part-time and who wanted fulltime work but could not find it. In 1962, there were over 400,000 youths between 18 and 24 years of age who were working part-time in non-farm industries, involuntarily. About 170,000 of them were on short workweeks, although their jobs were normally fulltime. In addition, nearly 250,000 had jobs in which they regularly worked only part-time because this is all the job called for—but they would have taken fulltime jobs if they could have found them.

Even these figures—that is, the high rate of unemployment and the forced part-time employment—do not tell the full story of the failure of the economy to measure up to the job needs of America's young people. Persons are counted by the Government as unemployed only when they are actively looking for work. However, when jobs are

scarce—as they have been during recent years—many who want jobs do not bother to look for work because they are discouraged and feel it is hopeless. Such persons are considered not in the labor force and, therefore, they are not counted as unemployed, even though they would take jobs if they could find them.

It is difficult to determine the exact number of people who fit this description. But in 1962 there were nearly 400,000 young men and women—mostly young men—between the ages of 16 and 24 who were not in school, not at work and not keeping house and not seeking jobs, even though they were physically able to work. They were not in the labor force and no doubt account for the thousands upon thousands of youths who were just hanging around.

Thus the situation is much more critical than even the high unemployment rate suggests. Even after eliminating those unemployed youths who were still in school and looking only for part-time work, it is a safe guess that approximately 1.5 million youths 16 to 24 years of age were out of school and out of work last year—over 1 million counted officially as unemployed and some 400,000 who were no longer in the labor force. And when those who were forced to work part-time simply because full-time jobs were not available are included, it would appear that nearly 2 million young people in America were unemployed or underemployed in 1962.

THE SOCIAL DYNAMITE

With the tremendous boom in the Nation's youth population during the current decade, there is no telling what youth unemployment might total by 1970, when there will be 20 million youths in the labor force. Large-scale unemployment among the younger generation can have disastrous results. Even now, as has been suggested by Dr. James Conant, former president of Harvard University, youth unemployment has all the makings of social dynamite.

Street gangs, delinquency, and crime already have become major problems in many of the Nation's cities. There can be no doubt that this antisocial behavior is rooted in large-scale unemployment that go with it. Without jobs, it is too much to expect that the unemployed young people will be constructive members of the community. Rejected by the society in which they live, they rebel against it and society pays the price. Few American cities are free of this burden.

In New York City alone, a report to the mayor in 1962 estimated that 75,000 young men and women under 25 years of age were out of school and out of work.

Shocking as this may sound, it adds up to a very conservative estimate when placed next to some of the findings of the National Committee on Children and Youth. In reporting on one of the metropolitan communities, Dr. Conant described the situation in these words:

"In a slum area of 125,000 people, mostly Negro, a sampling of the youth population shows that roughly 70 percent of the boys and girls between ages 16 and 21 are out of school and unemployed. When one stops to consider that the total population in this district is equal to that of a good size independent city, the magnitude of the problem is appalling and the challenge to our society is clear."

Similarly, a recent study of graduates of a large Detroit high school discovered that, 3 years after graduation, nearly 50 percent of the class not only was unemployed but had had no work experience at all since leaving school 3 years earlier.

While youth unemployment, like unemployment generally, is especially heavy among Negroes, it is not limited to non-whites only. Whites in the labor force far outnumber the nonwhites. Basically, it is

a problem of inadequate job opportunities for all young people, white or nonwhite. And with the rate of increase in the youth population in this country during the current decade, this can have implications that go far beyond the antisocial behavior of crime and delinquency.

IMPACT OF AUTOMATION

Given the performance of the U.S. economy over the last 10 years, during which unemployment has doubled, there is little cause for optimism over the future. Not only has unemployment increased substantially but so has part-time employment. While total employment—full time and part time—rose by less than 6 million in the United States between 1953 and 1962, at least 50 percent of the total was in part-time employment only.

Without a boost in economic activity in the years ahead, youngsters will find it exceedingly difficult to secure decent jobs, especially in an era of increased use of automation for which workers must have more education and training than in the past.

The plain fact is that, for the modern labor market, not enough of them will go to college and too many of them will be school dropouts, while the increased use of automation will be causing employers to seek a more educated and a more skilled work force. It is true a greater proportion of youths are staying in school longer and the percentage of dropouts will decline. But it also is true that during the 1960's—with 26 million young people new to the labor force—about 30 percent of all the new young workers, some 7.5 million, will be school dropouts.

Increasingly, the job market is for scientists, engineers, technicians, skilled workers, and professionals, occupations which require college or some other form of advanced training and/or experience; or for less skilled white-collar occupations—typists, clerks, salesmen—for which many of the youths, and especially the school dropouts, are not readily qualified.

The problem of job opportunities for young people, something which is a problem even when jobs are plentiful, has been aggravated by these employment shifts in the economy. More and more manpower is being devoted to providing services and relatively less to producing goods. As a consequence, many jobs which formerly offered youngsters their first employment experience, such as production and maintenance jobs in manufacturing, have disappeared.

Between 1953 and 1962, the number of production and maintenance workers in manufacturing fell from 14 million to 12.4 million, a loss of 1.6 million jobs, and the trend has been the same in other goods-producing industries.

Over the same period, employment in agriculture has been reduced to 5.2 million, a decline of nearly 1.5 million jobs. Although farming is still a source of employment for many youngsters, it is a shrinking one. And many of the jobs it provides are only part-time, on family farms where productivity is low and where the family is barely eking out a living. For many young people, it is something they fall back on simply because they cannot find regular, full-time employment in the city.

In bituminous coalmining, another goods-producing industry which formerly provided many with their first work experience, employment has declined by over 250,000 since 1948.

Actually, the only major goods-producing industry in which employment has not decreased is construction. But here it has not increased much either. Between 1953 and 1957 total employment in construction rose by 300,000—but since 1957 it has declined 200,000. And many of these jobs require skills that youngsters, just out of school, simply do not have.

While employment has been dwindling in the goods-producing industries, such as manufacturing, mining, and agriculture, which employ predominantly blue-collar workers, the reverse has been true for those industries which employ mainly white-collar workers. In wholesale and retail trade, in finance and insurance and in government, employment has been rising—not enough to meet the demand for jobs from a growing labor force—but nevertheless rising. Similarly, there has been an increase in white-collar jobs in manufacturing, such as professional, clerical, technical, and sales, although not nearly as much as the decline in the number of blue-collar jobs.

In recent years the impact of automation also has been felt in the industries employing mainly white-collar workers. In warehousing, in retailing, in insurance and in public utilities, for example, many of the operations have been automated and apparently this trend will continue. As a result, employment growth in these industries has slowed down. And, as in the goods-producing industries, the increased use of automation has meant the elimination of many of the unskilled and semiskilled jobs on which the young, inexperienced workers could depend for their first work opportunity.

The shift of employment away from goods-

producing industries and over to those industries which provide services also has led to an increase in the number of jobs in those industries providing a variety of miscellaneous personal services. These range from beauty shops, to restaurants, to car washes. And while they provide some opportunity for low-skilled employment, many of the jobs are only part-time, as is true of a good number of the jobs in retail trade.

Furthermore, a fact frequently overlooked in connection with the shift of employment over to service-type industries is the additional burden it represents for the school dropout, even in the unskilled occupations in these expanding industries. If he left school early and is unable to write, he cannot be a waiter; and if he cannot do arithmetic with some accuracy, he may find it difficult to get a job as a gas station attendant where he must make change.

The unskilled jobs—in the factories, in the mines and on the farms—that do not require much reading, writing and arithmetic are disappearing. And in their place are the jobs—even the unskilled jobs—which require these abilities. Yet 7.5 million young people will be dropping out of school during this decade and no doubt many of them will not be able to read, write or do arithmetic well enough even for employment in unskilled occupations.

Employment and unemployment of youths, 14 through 24 years of age, 1962

[In thousands, except percent]

	Age—					
	Men—			Women—		
	14 to 15	16 to 19	20 to 24	14 to 15	16 to 19	20 to 24
Civilian labor force.....	780	2,769	4,279	460	2,146	2,803
Employed:						
Farm.....	197	413	293	49	70	50
Nonfarm.....	518	1,949	3,605	380	1,763	2,498
Total.....	715	2,362	3,898	429	1,833	2,548
Unemployed.....	65	407	381	31	313	255
Unemployment rate (percent).....	8.3	14.7	8.9	6.7	14.6	9.1
Part-time workers in nonfarm industries who wanted full-time work.....	(1)	215	141	(1)	141	95
Dropped out of labor force ³	30	166	125	27	72	43

¹ Not available separately.
² Includes 14- to 15-year olds.
³ Average for year (excluding June, July, August, and September) of those not in school, not keeping house, and not at work although physically able to work.

Source: U.S. Bureau of Labor Statistics.

Occupations of high school graduates and dropouts,¹ age 16 through 24, 1960 and 1961

[In percent]

	Men		Women	
	Graduates	Dropouts	Graduates	Dropouts
Professional and technical workers.....	0.9	1.3	2.7	2.0
Farmers and farm managers.....	2.3	.6		
Business owners and managers.....	3.4	.6	0.1	
Clerical workers.....	12.5	4.8	63.8	17.0
Sales workers.....	4.2	2.2	5.6	9.5
Craftsmen.....	11.7	4.5	.3	
Semiskilled workers.....	32.8	33.3	8.5	14.3
Private household workers.....		1.3	4.1	19.0
Service workers, except household.....	6.0	9.3	11.4	21.8
Farm laborers.....	10.0	20.5	3.2	16.3
Nonfarm laborers.....	16.2	21.5	.3	
Total.....	100.0	100.0	100.0	100.0

¹ As of October 1961.

Source: U.S. Bureau of Labor Statistics.

THE DISADVANTAGED DROPOUT

The sum total of these employment shifts in our economy is making it more and more difficult for young people to find employment.

For those who go on to college, the job outlook is, of course, good. At the other

extreme—for the school dropout—it is bleak because even high school graduates find it exceedingly difficult to gain the first foothold in the labor market.

It is often assumed that those who drop out of school are not good students. This is not always the case, for many of the drop-

outs apparently are of average, or above average, intelligence. They leave school for many reasons—because they do not like it or because they are failing in their studies or because of the need to go to work or because of marriage.

In a special study² covering seven cities, the U.S. Bureau of Labor Statistics found that over half of the high school dropouts—54 percent—were of at least average intelligence. While this number was well below that for the school graduates—79 percent of whom were generally found to be of average intelligence or higher—it does indicate a substantial portion of school dropouts are capable of doing satisfactory school work. By quitting school, however, the dropout not only shuts the door on further formal education but also on any real opportunity in the job market. This fact is borne out by reports of the U.S. Bureau of Labor Statistics, which conducts surveys each October on the labor force experience of recent high school graduates and dropouts.

In October 1961, 4 months after they graduated from high school, 18.5 percent or nearly one of every five of the boys who did not go on to college were unemployed. They totaled 55,000. This is, of course, a very high rate of unemployment and should be a source of considerable concern.

A source of even greater concern, however, is that the unemployment rate among those who dropped out of school in 1961 was 28 percent—42,000 out of 179,000 or nearly 3 of every 10.

With such difficulty in finding jobs, it is not surprising that discouragement takes hold and many young people stop looking for work. They simply leave the labor force even though they may want to work. Accordingly, in addition to those boys who were officially counted as unemployed in October 1961—the 55,000 graduates and the 42,000 school dropouts—there were an additional 48,000 who graduated from school in 1961 and 29,000 who had dropped out who were out of the labor force by October.

As these figures indicate, the dropout is at a distinct disadvantage as compared to the high school graduate. And this disadvantage is not remedied by the passage of time. The handicap remains. Consequently, of the young men who had dropped out of school in 1959, more than one out of six was unemployed in October 1961. In contrast, among those who had graduated high school in 1959, only about 1 out of 14 was unemployed in October of 1961.

The disadvantage of the school dropout, as compared to the high school graduate, is not limited to more frequent unemployment. He must also face the prospect that, when employed, it will frequently be in occupations which are not only low paying and unskilled, but which also are often just part-time jobs.

Although forced part-time employment has been an increasing problem for the entire economy over the last 10 years, it is the school dropout who, apparently, is most apt to suffer this fate. In October 1961, among those who had graduated high school that year, and who were employed in nonfarm industries, less than 8 percent were working part-time involuntarily. On the other hand, among the 175,000 youths who had dropped out of school in 1961, and who were employed in October of that year, 40,000—more than 20 percent—were compelled to work only part-time because they could not find full-time jobs.

The explanation of the high proportion of part-time work among school dropouts can be traced to the types of jobs in which they

managed to find employment. For example, among the boys who dropped out of school in 1960 or 1961, over 50 percent of those who were employed in October 1961 were found working as farm and nonfarm laborers or in service occupations, which would include gas station attendants, messengers, busboys, etc. These are occupations in which part-time work is frequently the norm. In contrast to this, the majority of the employed youngsters who graduated high school in 1960 and in 1961 were working outside these occupations in October of 1961.

The same pattern holds for young girls. Nearly two-thirds of the girls who graduated high school in 1960 and 1961, and who were at work in October 1961, were employed in clerical occupations. Among the girls who had dropped out of school during those 2 years, nearly 60 percent of those who were employed were working at farm labor jobs and in service work, including private household work—occupations in which part-time work is quite usual.

Because the dropout is often unemployed and because he frequently can find only low-paying and part-time work, he has less income in comparison with those workers who graduated school. Indeed, in the job market, education is worth money because there is a direct relationship between income and education of workers.

The BLS seven-city study of the work experience of high school graduates and dropouts showed the earnings of the graduates were considerably above those of the dropouts. According to that study, at the time they were interviewed only 15 percent of the young men graduates were earning less than \$50 per week, while 44 percent of the school dropouts were earning below that amount.

Similarly, among the girls the graduates fared much better than the dropouts. Fifty percent of those who graduated high school were earning less than \$50 per week, but among those who dropped out of school there were 82 percent whose weekly income was less than that amount.

The money advantages of more education also are shown by the income reports for the population of the United States. According to the U.S. Bureau of the Census, (1) men with less than a high school education have annual incomes below the national average and (2) men with a high school education or more are above the national average. In 1961, while the average income for the year for all men was \$4,189, those who had not attended high school at all averaged \$2,651; those with some high school averaged \$3,865; those who graduated high school averaged \$5,052; and those with 4 years of college averaged \$7,261.

However, because of the impact of racial discrimination on employment opportunities, the income of nonwhite workers was less than it was for white workers, given the same amount of education. Nonwhite men found it necessary to have more than a high school education in order for their incomes to be above the national average. At the same time, white males were able to surpass the national average with only a high school education.

RACIAL DISCRIMINATION

As these figures on the incomes of workers suggest, nonwhites in the labor market have a very special problem. Forced into crowded slums and lacking in equal opportunity to compete on the basis of ability, too many nonwhite youngsters are being robbed of any motivation to stay in school. A high percentage are not completing their education. In 1961, there were 102,000 nonwhite graduates from school while 71,000 dropped out. In contrast, among the whites, for each dropout there were 3 high school graduates. And inevitably this lack of education leads to a higher incidence of unemployment.

In 1961, for example, the unemployment

rate for nonwhite boys ages 14 to 17 was 25.4 percent. For white boys of the same age, it was half that amount—13.3 percent.

This pattern of discrimination in employment starts with the youngster's entry into the labor force, as evidenced by the unemployment rate for the 14- to 17-year-old nonwhite boys, and it remains. Accordingly, the unemployment rate for nonwhite young men who had graduated high school in 1959 was 16.7 percent—one out of every six—in October 1961. At the same time, the unemployment rate for the white youths who had also graduated in 1959 was only 7.2 percent.

In addition to more opportunities for unemployment, nonwhite youths when employed have fewer opportunities to break out of unskilled occupations, even though they graduate from high school. As a consequence in October 1961 nearly one-half of the nonwhite young men between 16 and 24 years of age, who had graduated school before 1959, were found in occupations requiring few skills. They were in service work and performing labor jobs, which are often part-time work at low wages. On the other hand, less than 20 percent of the white young men who had graduated before 1959 were found in these occupations.

The picture painted by these statistics is an ugly one, but even more disturbing were the findings of the special studies conducted by the National Committee for Children and Youth. This is how Dr. Conant described the situation in one city, where the problems of discrimination and school dropouts interact:

"In a slum section composed almost entirely of Negroes in one of our largest cities the following situation was found: A total of 59 percent of the male youth between the ages of 16 and 21 were out of school and unemployed. They were roaming the streets. Of the boys who graduated from high school, 48 percent were unemployed in contrast to 63 percent of the boys who had dropped out of school. In short, two-thirds of the male dropouts did not have jobs and about half of the high school graduates did not have jobs. In such a situation, a pupil may well ask why bother to stay in school when graduation for half the boys opens onto a dead-end street?"

And when he drops out of school the cycle starts all over again. He marries and because of the disadvantage of being a dropout, combined with the added disadvantage of being nonwhite, he is unable to provide adequately for his family. They will live in slums and his children, deprived of decent surroundings, may lack the necessary motivation to stay in school, or because of the family's financial situation be forced to quit school for work. And so the cycle starts again for yet another generation.

TOWARD A SOLUTION

If the challenge represented by the tremendous increase in new young workers during this current decade—26 million by 1970, of whom 7.5 million will be school dropouts—is to be effectively met, it will require a full-scale attack on the causes of high unemployment among youths. These causes include the lack of job opportunities, the lack of adequate education and training of youngsters before they enter the labor market, the high rate of dropouts and the existence of discrimination which leads to a denial of equal employment opportunity for nonwhites.

The young people coming into the labor market must be given the opportunity to have decent jobs—fulltime jobs at decent wages—and they must be given the chance to become constructive members of society instead of a social problem loaded with dynamite. At the present rate of progress, or lack of it, they are more apt to be a problem, full of discontent and despair and at war with society.

² "From School to Work—the Early Employment Experience of Youth in Seven Communities 1952-57."—U.S. Bureau of Labor Statistics.

A truly effective program to combat youth unemployment must include an attack on the deprivation and poverty, and the unemployment and underemployment, suffered by their parents and the social conditions which force them into slums. For these are at the roots of the lack of proper motivation for education.

Proper motivation, however, is difficult to establish in slums and in homes in which the major concern is not with long-range plans and hopes, but with the very real problem of the next meal. And the home surroundings are crucial in developing the drive and desire for more education. A youngster is more apt to acquire the right attitude in a home in which education is appreciated and in which the reading of books is the usual thing. But this type of atmosphere is hard to come by in low-income families where there is a feeling of want and despair and constant concern for next week's income.

It is obvious that many boys and girls who quit school would not do so if the family financial circumstances were different. Some are forced to quit because the family urgently needs some added income. Others do so because they want spending money which the family breadwinner cannot provide and because there is no great desire to remain in school or there is even disinterest in education.

What is lacking in motivation from the home can frequently, at least in part, be provided by the school itself. But not in crowded classrooms, where teachers are overworked and where the atmosphere is dingy, if not depressing. Especially for the youngsters who are of at least average intelligence—and over 50 percent of the dropouts are—improved surroundings might have a very beneficial effect in reducing the numbers of dropouts. If the education process could be made more pleasant, in terms of the physical facilities and the quality of instruction, with smaller classes, there can be no doubt that more youngsters could be motivated to continue their education.

For those who are not academically inclined, proper counseling could induce them to stay in school for vocational training, especially if the training made it more certain that a job could be found upon graduation. This means, of course, that vocational education for the potential dropout as well as for those who plan such careers must be improved and updated because much of the training today is for skills now obsolete.

Together with the drive to keep more boys and girls in school longer, rapid progress must be made in the field of equal employment opportunity. Without this, efforts in the area of education will prove futile. If nonwhite youths believe they will face a color barrier, no matter what education they have and no matter how skilled they are, the desire and the drive, the motivation, will be drained from them.

All these efforts, however, will come to naught if there are not enough job opportunities. For this reason, the most urgent need is for an increase in the number of job opportunities. And for this there must be vigorous action by the Federal Government in many areas to stimulate the economy and increase employment—such as a tax cut this year, concentrated among the low and middle-income groups and an expanded public works program to put people to work. In addition, legislation such as the youth employment opportunities bill now moving through Congress is essential to help youth progress from school to work.

YOUTH EMPLOYMENT OPPORTUNITIES BILL

The youth employment opportunities bill is an effort, although a small one, to meet this need. It proposes to establish a Youth Conservation Corps—patterned after the very successful Civilian Conservation Corps of the 1930's—and a Home-Town Youth Corps.

It will enable young people 16 through 21 years of age to perform meaningful work in the field of conservation of natural resources and in public service facilities such as libraries, hospitals, playgrounds, etc.

The bill is, of course, a step in the right direction; it will permit young people to earn a modest income and at the same time to make a contribution to society by the constructive use of their time and energy. In doing so, they will be gaining experience in the simple but very important area of work discipline. At the same time they will be receiving some training. All this activity will help them to make the transition from school to work more easily.

The youth employment bill proposes to enroll in the Youth Conservation Corps up to 15,000 youths during the first year and 60,000 thereafter. For the Hometown Youth Corps, the bill would require each participating State or local agency to match the Federal Government's expenditure and it provides for 50,000 youths during the first year and whatever number Congress decides thereafter.

Compared to the job needs of America's growing number of youths—approximately 2.5 million per year now and 3 million per year by 1970—and the number already unemployed, this bill must be looked upon as an extremely modest effort. It could easily absorb two or three times the number of youths presently planned for. It is to be regarded, therefore, as but a first step.

The cost of the program will be more than outweighed by the contributions in resources, conservation and public service work that these young people will make. Even without this, however, the cost would be money well spent. For society cannot reject its young people without paying the consequences in terms of higher rates of delinquency and crime and the more direct costs associated with continued relief and unemployment.

Mr. CLARK. Madam President, I have cited on this floor on numerous occasions the "political lag" which prevents Congress from coping with urgent problems until they are upon us and we are in crisis.

Today, world civilization is too fast-paced, too much in ferment to be dealt with through politics by crisis. Congress must bring some foresight, some anticipation of future problems, some leadership to bear on national issues if it is to continue to exercise its role.

In no domestic area of concern is this more urgent than in the looming challenging of long term high unemployment.

The piecemeal approach to our national manpower problems will no longer suffice.

I am convinced that there already exists in the executive branch the knowledge and intentions to deal with future unemployment on a comprehensive, unified basis. But this wisdom is tempered by an awareness that the conventional wisdom in Congress is unprepared for any new departures. In the face of crisis, the Congress will continue "business as usual" until shocked out of the legislative doldrums by national protest.

Under such circumstances, the present administration has done a remarkably good job in getting many of the elements for an across-the-board attack on economic stagnation and unemployment on the statute books.

It has recognized the educational and training problems at the base of much

of our unemployment problem and brought us the Manpower Development and Training Act. It has espoused a youth employment bill. It has presented us with an omnibus education bill which could go a long way toward meeting the educational demands of the new economy if enacted.

It has recognized the social roots of unemployment. The civil rights program of the President is the biggest jump forward in this field since the Emancipation Proclamation.

It has been recognized the particular problems of areas in chronic economic distress by fighting for the establishment of the Area Redevelopment Administration. Through the accelerated public works program, it has paid special heed to the underinvestment in public facilities which makes attempts to rehabilitate depressed regions more difficult.

It has pressed forward with urgent investment programs which get at the physical roots of misery and economic stagnation in our cities.

With last year's Trade Expansion Act of 1962 it has addressed itself to the problems of foreign trade and the rigorous demands placed upon industry and labor by foreign competition.

Finally, it has remained sensitive to the role of Government in the rise and fall of the business cycle and is now attempting to stimulate growth through tax reduction. I hope it will not heed the siren songs of the special interests and abandon the equally important effort to remove hamstringing inequities in our tax laws which prevent the proper functioning of the economy.

All the elements for a frontal assault on retarded economic growth and sluggish employment are here. We have them. All that is missing is the coordination and continuity which is necessary so that these programs may be brought to bear, together, upon the employment and economic problems which confront us.

Other nations — democracies — have and are facing this problem, too. They are not frightened, however, by shadows in the hallway. They have not sacrificed public policy to hollow slogans. They are looking for solutions to the manpower revolution.

Take Sweden, for instance. On Friday of last week the Subcommittee on Employment and Manpower listened to three eminent representatives from that country describe the most comprehensive effort by a Western democracy to contend with unemployment. Appearing were Ernst Michanek, Swedish Under Secretary of Labor; Arne Geijer, President of the Swedish Confederation of Trade Unions; and Berthil Kugelberg, President of the Swedish Confederation of Employers.

To my knowledge, this is the first time witnesses have ever appeared before a congressional committee under the aegis of another government to testify on an American domestic problem. What they taught us was invaluable.

Madam President, I ask unanimous consent that two articles from the Washington Post of March 31 and June 29, both written by Frank C. Porter, be inserted in the Record at this point.

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

[From the Washington Post, Mar. 31, 1963]
LITTLE SWEDEN GIVES POINTERS TO CROESUS
(By Frank C. Porter)

A small Scandinavian country of 7.5 million persons is fast becoming an economic model for the world's most prosperous nation and its 185 million population.

The country of Sweden, and Swedish experts in increasing number are coming to the United States in a sort of reverse point 4 program to describe their economic magic.

To the Swedes, it is not magic—only good sense and a unique partnership between labor and management. But it is magic, of a sort, to a nation with 6 percent unemployment, a chronic deficit in international payments, bad labor-management relations, a neurotic preoccupation with flagging growth rates and a pathological fear of automation's effects.

Sweden, on the other hand, holds unemployment to 1.5 percent, has almost eliminated strikes, enjoys a surplus in international payments, holds prices low enough to be competitive in world markets, maintains a satisfactory if unspectacular growth rate, has learned to cope with automation problems and still preserves a free economy. Despite its 30-year Socialist regime, 91 percent of Sweden's productive capacity is in private hands.

REMARKABLE COLLABORATION

The flow of Swedish consultants began at the invitation of Arthur J. Goldberg when he was Labor Secretary. Three top Swedish officials appeared before the President's Advisory Committee on Labor-Management Policy last October. Three more addressed the Committee last week. Others have visited Washington over the past year.

Sweden's economic progress—its living standards and per capita national product are second only to those of the United States—stems largely from the collaboration of two huge, well-disciplined groups. One is the Swedish Employers Federation (SAF), with 16,500 members; the other, the General Federation of Swedish Trade Unions (LO), which includes 95 percent of the blue-collar work force.

In effect, it is an alliance between big business and big labor which conscientiously has kept big government out of its affairs.

The foundations were laid in 1906 when, after years of bitter industrial strife, the SAF voluntarily recognized the unions' right to organize and bargain. The alliance was firmly established in 1938 after 2 years of discussions between leaders of the two groups. They brought forth a remarkable document known as the Basic Agreement.

This provides machinery for central negotiations between the SAF and the LO on an industrywide basis with details worked out at lower levels. Each side disciplines its own members. Jurisdictional disputes are unknown and major strikes are a rarity.

In some ways, this alliance has more power than the government. The basic agreement set up a labor market board with three members from the LO, three from the SAF, and an impartial chairman. This board is the final arbiter in disputes affecting the "public interest," such as strikes in public utilities.

It rules on general questions such as dismissals and layoffs. It encourages labor mobility by paying a worker's moving expenses. It organizes and finances vocational and retraining programs.

LEVER AGAINST RECESSION

To moderate economic downswings, the board can call upon the government to undertake public works projects. In can regu-

late the flow of housing credit. More important, it sets policy on Sweden's investment reserve funds.

Under this program, industry may allocate up to 40 percent of its profits to a tax-free capital reservoir. Nearly half of these funds are deposited in the state bank to prevent the building up of excess liquidity. If the board determines that a recession threatens, industry may spend these funds on tax-free plant and equipment to help reinvigorate the economy.

Since 25 percent of Swedish production is exported (against 4 percent in the United States), management and labor understand the importance of keeping prices and wages low enough to remain competitive, officials stress. They also point out that Swedish labor welcomes technological change and has not fought automation.

This is in great part due to labor mobility and to the nation's 10-year experience with retraining programs, under which it keeps about 1 percent of the labor force continuously learning new skills.

American officials warn that Swedish methods are not necessarily adaptable to U.S. problems. The very magnitude and diversity of this country and the smallness and homogeneity of Sweden dictate different approaches. Sweden does not have our racial problems, our burden as a leader in the cold war, our politically dictated inhibitions.

But it does have a lesson to teach us in industrial relations. Much of Sweden's prosperity can be traced directly to management-labor cooperation. It is not by mere accident that visiting Swedish experts are asked to explain their message before the President's Advisory Committee, which includes such antagonistic figures as Roger Blough, chairman of United States Steel, and David J. McDonald, president of the United Steel Workers of America.

[From the Washington Post, June 29, 1963]
SWEDEN, IT SEEMS, HAS NO LABOR PROBLEMS
(By Frank C. Porter)

On invitation, a tripartite panel of Swedish economic experts testified on Capitol Hill yesterday and left the legislators scratching their heads.

Unemployment?

In Sweden it has held between 1 and 2 percent over the past 20 years, Labor Under Secretary Ernest Michanek told the Senate Subcommittee on Employment and Manpower.

Automation?

Swedish labor embraces it wholeheartedly, said Arne Geijer, president of the Confederation of Swedish Trade Unions (LO).

A managed economy?

Sweden's socialist government interferes very little with private enterprise, which controls more than 90 percent of the nation's industry, explained Bertil Kugeberg, managing director of the Swedish Employers Confederation (SAF).

School dropouts?

"I never heard of any problem of that kind," Michanek replied.

The subcommittee, and members of the House Select Labor Subcommittee who joined it for the occasion, also heard that about 50 percent of Swedes go to college, against 25 percent here, that there has been no major strike for more than a decade despite the absence of compulsory arbitration, and that private employment agencies have been banned for the last 20 years.

The latter point took the American legislators by surprise. They have lately been caught in a crossfire between the U.S. Employment Service and private agencies, which accuses USES of attempting to build a manpower monopoly. What is the Swedish attitude, the members wished to know.

"We feel job placement should be free,

without cost," Michanek said. "It should not be handled on a profit basis."

Michanek, Geijer, and Kugeberg are becoming a familiar team in Washington, having traveled here several times to brief Americans on the Swedish system.

They dwelt at length yesterday on how Sweden has achieved full employment, a high production rate, comparatively stable prices, and labor peace through a unique partnership among business, labor, and government.

Chairman JOSEPH S. CLARK, Democrat, of Pennsylvania, hailed this common effort as "the most successful policy of dealing with manpower problems of any country in the world."

He also noted that the methods so well suited to a small, homogeneous nation like Sweden might not be adaptable to such a large, heterogeneous country as the United States.

But there was common recognition among subcommittee members that if the exact Swedish methodology could not be introduced here, the spirit behind it could be.

Looking at Geijer and Kugeberg, Senator JENNINGS RANDOLPH, Democrat, of West Virginia, observed that the comradeship shown by Swedish labor and management sitting together is "very wholesome. Perhaps we should do more of it in this country."

And after Kugeberg praised the Swedish labor unions, Representative ELMER J. HOL- LAND, Democrat, of Pennsylvania, who still holds a card in the United Steel Workers, remarked:

"I have never heard any American manufacturer talk like that."

The Swedish officials explained how their national employment service includes labor and business representatives and circulates countrywide job vacancy lists through its 25 regional councils. An ambitious retraining program seeks a simultaneous enrollment of 1 percent of the work force, and labor mobility is promoted through a liberal system of relocation allowances. The impact of layoffs is cushioned by industry agreement to notify the employment service as far in advance as possible.

Mr. CLARK. Madam President, I agree with the President that an increased rate of national growth alone will not solve all of the problems spawned by the manpower revolution. In Chicago, several months ago, the President stated:

Tax reduction alone will not employ the unskilled or bring business to a distressed area, and tax reduction alone is not, therefore, the only program we must put forward. We need to step up our efforts for aid to distressed areas; for the retraining of the unemployed, particularly in those areas where it has been chronic; for more security for the aged; for improving our housing and transportation industries; and for ending race discrimination in education and employment. These are all controversial measures. There may possibly be others that are needed or others that are better, but at least it is a problem that we should all concentrate our attention on and not merely assume that it is going to be settled if we ignore it.

The President has outlined what I believe to be a sound approach to the problems of economic stagnation. I support each of the measures he enumerated in Chicago.

I also believe that we cannot allow the conventional wisdom among a minority of the Congress to forestall a proper attack on these problems.

There is no major bill before Congress at the moment, for instance, which deals

with the enormous problems of our cities where three-fourths of all Americans reside. Within the next few weeks I shall introduce such a bill, with, I hope, the support of other Senators.

There is danger that one of the most successful economic programs of this administration, the accelerated public works program, will die once its present authorization is used up. Therefore, in concert with other Senators, I shall join during the next few weeks in urging an extension of the accelerated public works program until national unemployment drops to 4.5 percent for at least 3 consecutive months.

Ultimately, I hope that the Subcommittee on Employment and Manpower will have more comprehensive recommendations to deal with the cancer of unemployment infecting the heart of America.

It is a curious paradox that while the so-called economizers in Congress keep piling it on for defense, they adamantly oppose dealing with problems here at home. The weakest national defense I know is an economy corroded from the inside ready to cave in under the slightest pressure.

Nothing is more disturbing than to hear talk on this floor of "the most prosperous times in our history." Such talk hides reality in the comfortable ambiguity of a general statistic. It ignores another America where poverty still prevails, where ignorance and disease still exist, where millions can not find work. It is the America which will drag our affluent society under. It is the problem of this America which must be resolved.

Madam President, I ask unanimous consent that the following articles and transcript be inserted into the RECORD at this time: "Pittsburgh, the Darker Side of the Golden Triangle," New York Times, April 3, 1963; "Unemployment in America," Newsweek, April 1, 1963; "Education Not Meeting Job Needs," Washington Post, April 21, 1963; "Statistics on Jobless Fail To Mirror Nation's Economic Health Accurately," by Samuel Lubell, Philadelphia Evening Bulletin, June 24, 1963; "Seniority and Fringe Benefits Create Wasted Generation of Young Jobless," by Samuel Lubell, Philadelphia Evening Bulletin, June 25, 1963; and a transcript of broadcast of "Edward P. Morgan and the News," ABC, March 28, 1963.

There being no objection, the articles and transcript were ordered to be printed in the RECORD, as follows:

[From the New York Times, Apr. 3, 1963]

PITTSBURGH—THE DARKER SIDE OF THE GOLDEN TRIANGLE

(By James Reston)

PITTSBURGH, April 2.—The promise of spring is on the Pittsburgh hills today. The willows stand out soft and green on the grim and wrinkled river slopes, like daffodils scattered on a slag heap. The spectacular roller coaster highways hum with traffic above the Golden Triangle and the sky is stained with copper-colored iron oxide smoke from the great steel mills along the Ohio.

Yet Pittsburgh is not exactly in a hopeful springlike mood. It is a crippled giant immensely powerful but chained by unemployment, potentially a vast unified industrial empire stretching up the river valleys, but

actually a politically divided complex of almost 200 different municipal authorities.

All the political, economic, and social problems of urbanized and industrialized America are dramatized here: The conflict of men and machines, the conflict of city and suburban governments, the waste of idle men and machines, the paradox of too few skilled workers and too many unskilled workers in the increasingly automatic factories.

Not since the Korean War in 1951 has there been anything approaching full employment in the four counties of Allegheny, Beaver, Washington, and Westmoreland that make up the Pittsburgh labor area. It was down to 2 percent then. Now it is well above the national unemployment average, with 10.7 percent out of work, and over 20 percent of the steelworkers either unemployed or underemployed.

THE COST OF UNEMPLOYMENT

In Allegheny County alone, there are now 92,675 persons living on relief benefits, 66 percent of them within the city limits of Pittsburgh. And in the four counties, the unemployment total is 97,800.

The expectation of the 1950's that the demand for steel would rise with the gross national product has not been realized. The best peacetime year in the steel business was 1955, with a total production of 117 million tons. This dropped to 85 million in the slump of 1958, and has levelled off in the last few years at around 98 to 99 million.

Oddly, there is not a great deal of grumbling here about the competition of new substitutes for steel or the competition of oversea producers of steel. Nor is there any talk of strike in the air, though the steel workers union could give notice to terminate their open-ended contract any time after May 1.

The economy has simply not created the demand for more steel than can be produced on a part-time work schedule, and neither the steel managers nor the union leaders are very confident that it will under present private and Government policies.

The reaction here to this part-time working life is rather strange. Unemployment is slowly poisoning the community, but like animals that can adjust to deadly poisons or men who can learn to breathe at altitudes they could not at first endure, the steelworkers and their union leaders seem to have adjusted to a diet of part-work and part-relief.

The French coal miners seem to be the only humans on earth who can impress De Gaulle, and the British unemployed, with only half our percentage out of work, storm the House of Commons in protest. But the steelworkers here don't go crazy; they go fishing.

THE POLITICAL IMPLICATIONS

The political implications of all this are difficult to analyze. This is Democratic territory, but, even at the steelworkers headquarters in the Commonwealth Building, there is evidence of disenchantment with the administration in Washington.

Significantly, the union leaders, a year after President Kennedy's row with Roger Blough of United States Steel, are not condemning Blough but saying it was wrong to put pressure on him to hold prices down when little effort was made to hold down prices in other fields.

There is a quite a bit of muttering in the unions too against President Kennedy's budget. The criticism here is that the President says unemployment is the Nation's major economic problem, but puts \$5 billion into space, which produces few jobs, rather than putting at least part of this into urban transportation and housing that would create jobs.

Washington seems far more optimistic about its manpower retraining schemes and the human relations committee of the steel industry than Pittsburgh. The unem-

ployed do not want to leave these stark but elemental river valleys. They do not see satisfactory jobs at the end of the retraining period. Their seniority piles up even when they are on the loose and on the dole; and while they grumble they keep hoping that somehow somebody will "get this country moving again" and transform these river banks once more into a productive inferno.

Thirty years after the start of the New Deal, the record of the welfare state around Pittsburgh seems oddly paradoxical. It has helped the steelworkers get better houses, many of them owned by the workers. It has produced service jobs for their wives but not steady jobs for the men.

So they paint their houses or do other jobs around the basement when they are out of work, and bet on relief and their union pensions. This clearly has not satisfied them, but it has muffled them. It is not a crisis, but a tragedy.

UNEMPLOYMENT IN AMERICA—IN THE BEST OF TIMES, WHY ARE 4.9 MILLION IDLE?

Poverty in the midst of plenty—that is the bitter, baffling anomaly of unemployment in the United States today.

Americans unquestionably earn more, spend more, and enjoy more material wealth than any other people in the history of the world, and the figures keep going up. The affluent society has become a happy statistical cliché.

Americans this year will earn an incredible \$452.5 billion, \$23.5 billion more than last year.

They will spend the staggering sum of \$240 billion.

Their total assets are approaching \$1.1 trillion—equal to more than \$5,800 for every man, woman, and child in the country.

Yet within these glittering statistics lies a bitter paradox: 4.9 million people are jobless; on a seasonally adjusted basis, 6.1 percent of the labor force is unemployed.

At least one in every five persons in the U.S. labor force, what's more, will be unemployed at some time this year. At least another 2.6 million workers will be restricted to part-time employment because a full-time job is unavailable. At least 1 in every 11 workers in the Nation's 30 biggest cities will continue to tramp the streets in search of a job that isn't there. And nowhere will the paradox be more pronounced than in the hard core of unemployment, where there will be at least 5 million persons jobless for 15 weeks and quite probably more, about half of them the breadwinners in their families.

All this adds up to what President Kennedy calls our No. 1 economic problem—and the problem has been growing steadily worse. After the first postwar slump of 1948-49, the Nation's unemployment rate fell to 2.7 percent in the recovery that accompanied the Korean war (compared with the 3-percent level that U.S. Government economists consider full employment). Then came the recession of 1953-54, followed by an upturn during which joblessness never fell below 4.2 percent. The unemployment floor has moved progressively higher in the succeeding recessions (chart, page 62). In fact, the Nation hasn't achieved what the administration now calls the interim goal toward full employment—4 percent jobless—during any single month since 1957; the Nation has suffered 5 years of what Labor Secretary W. Willard Wirtz calls intolerably high unemployment: Causes of the problem:

The economy hasn't been growing nearly fast enough. The U.S. growth rate since 1957 has averaged only 3 percent a year versus 5 percent for Western Europe (though, of course, Europe started with a greater potential for expansion—a lower overall economy and war devastation to be repaired).

New workers have swelled the labor force by 21 percent since World War II against a 17 percent increase in jobs. And the work force

is increasing more rapidly now. Two years ago, 2.6 million Americans reached the age of 18; two years from now, the number reaching that age will be 3.8 million.

Automation is eliminating an estimated 1.5 million jobs a year.

Through the rose-colored glasses of the affluent masses, however, the unemployed are almost invisible. "Much of the unemployment is scattered," says Wirtz, "and many who are without jobs are not in a desperate state. This is part of the problem of getting people to care about it."

Furthermore, there are many who challenge the figures—even though a panel of academic experts last year studied the Government's unemployment surveys and pronounced them valid in concept and execution. The president of a big Chicago department store, for one, questions the accuracy of unemployment data; he would like to see a "qualitative analysis" to show how many of the jobless are in fact employable.

Some Americans are, indeed, fatalistic about joblessness. A successful San Francisco importer says: "Chronic unemployment has been with us in the past. It is with us now * * * Unemployment is going to stay, and we are going to have to live with it."

Other Americans believe the unemployed are shiftless. A hard-nosed business man in West Virginia says: "Cut off their relief payments and they'll have to go to work * * * Give them a deadline, and then nothing more."

In truth, unemployment is not as bad as it once was. One need look no further for a striking comparison than the great depression of the 1930's—when 12.8 million workers, fully 25 percent of the labor force, were unemployed. Unable to pay rent, unable to meet their mortgage payments, millions of Americans were evicted. Whole families lived—and died—in tarpaper shacks and tin-lined caves and scavenged for food. Many, who could not beg or borrow enough to feed their hungry children, stole what they could. Many others turned their children out to fend for themselves. Before the worst was over, violence and unrest swept the land, and there was open talk of revolution.

NEW ERA SYMBOLS

The times, and man's humanity toward man, have changed. Thanks to unemployment compensation, supplemental unemployment benefits, aid to dependent children, relief payments, and other public and private aid programs, the unemployed today are housed, clothed, and fed far better than ever before—not comfortably, but in most cases at least adequately. It is symbolic of the new era that a man may apportion part of his relief check toward a mortgage payment on his house, rather than lose it; that under the Government's new food stamp plan, he not only gets better food, but he no longer has to stand in line, pitiful and ragged, for his monthly dole of "mollygrub"—Federal surplus food commodities, such as yellow meal, powdered milk, and peanut butter. If a man sells pencils on a Pittsburgh street corner, or panhandles on New York's Madison Avenue, or cadges drinks in a Chicago bar, chances are he has done it for years, through good times and bad. In Hollywood's unemployment office, sultry-eyed starlets and Japanese dancing girls applying for benefits, along with bewhiskered actors and shorts-clad beach bums, can make the visit for the conventionally unemployed almost pleasant.

But one thing remains unchanged: the bleak despair and the unending hopelessness of the millions of willing workers cast on the industrial slag heap. By latest Government count, there are 2.2 million workers unemployed so long that they have exhausted all their unemployment compensation benefits—and the figure is growing by 40,000 a

week. There are uncounted millions more who have been forced into involuntary retirement for lack of work, who have failed to qualify for unemployment compensation, or who have never worked at all. The brunt of the burden falls on those least able to bear it—the young and the old, the Negro, the man with outmoded skills or no skills at all, the man living in a depressed area, and the unskilled woman, either widowed, divorced, or deserted, who must toil to support herself and her children. Theirs is what Labor Secretary Wirtz last week called "the human tragedy of life, without opportunity." Worse still is the gnawing fear of permanent uselessness—the fear of millions that they will still be on the no-help-wanted list when the Nation's economy moves on to new record heights. From the major categories of America's unemployed, here are six case histories:

Alfred Michel, 54, of West Mifflin, Pa., is a gap-toothed, broken-nosed steelworker who hasn't worked in 3 years and who will probably never work again. Like a third of the long-term unemployed, he is too old. ("When jobs are tight," says Wirtz, "the day a man over 45 loses his job is the day he becomes 'old'.") Despite his 37 years in the mills, Michel was furloughed when United States Steel closed its outmoded and inefficient open-hearth plant at Clairton, near Pittsburgh, and he was placed in United States Steel's huge labor pool to await reassignment. He is still waiting.

Nor is he alone in his predicament. There are currently 100,000 steelworkers drawing supplemental unemployment benefits (up to 65 percent of base pay); there are many more, like Michel, who have long since exhausted such benefits. His sole subsistence is a relief check for \$78.10 every 2 weeks, out of which he must pay \$54 a month on the house into which he has sunk his life's savings. At the moment, he is a year behind in his payments.

Were there only Michel and his wife, he wouldn't complain. But though he has raised 5 children on his laborer's pay, he still has 2 daughters to go, one 14 years old and the other 16.

"I don't mind so much," Michel says, his voice choked with emotion, "but it's the girls. They're growing up. They want to go to dances and parties and things. They need pretty dresses and things so they don't feel ashamed, so they don't feel different from other people. But I can't give it to them. I can't give them nothing."

Does he feel bitter? "No," he says, yet he adds quietly, like a child: "But they did away with my plant. They ought to get me a new plant."

Anthony Rocha, 17, of Atlanta, Ga., is a small, slight youngster who exudes a nail-chewing nervousness; he is a high school dropout; he has never had a real job. Of average intelligence, but 2 years behind his class because of illness and accidents, Rocha quit Atlanta's Fulton High School 2 weeks before Christmas while in the 9th grade, against his parents' wishes.

Dressed in a white shirt and tan, tight-legged trousers, lounging on a couch in his modest home, he tried to explain why. "Some people find an interest in school, but I just didn't. (So) me and a friend of mine decided we would just quit and get us a job. I didn't realize it would be so hard to find one. I've tried to get jobs at service stations, a bakery, and all the grocery stores out here, but there just aren't any jobs for a person like me."

There were other reasons, of course, for his leaving school. Anthony's stepfather, who never finished high school himself, is a warehouse stockman who earns only \$62.50 a week, with which he must support a family of five.

"All I wanted to know when I quit school," adds Rocha, "was that I could support myself and stop mooching on my mother and

father. I realize now I definitely made a mistake."

But the wisdom came too late, as it frequently does. That's the main reason there are more than 500,000 unemployed teenagers in the United States today, more than 10 percent of the unemployed. These figures are even more chilling in view of Labor Department predictions that of the 26 million youngsters who will enter the work force during the 1960's, 7.5 million will be high school dropouts, ill equipped for space-age work. "What can a kid do about unemployment," asks Wirtz, "pick up his phone and call his Congressman?"

Buster Taylor is 57, he has a minimal education ("I can print pretty fair,") and he has little to offer an employer but a strong and willing back. But his worst handicap is the fact that he is a Negro in Chicago, a city where Negroes account for 13 percent of the work force but make up a full 40 percent of the unemployed.

According to the National Association for the Advancement of Colored People, the same is roughly true in Detroit, Philadelphia, and St. Louis, and to a lesser degree in Los Angeles and New York. While these estimates are impossible to check, the Labor Department last week placed the nationwide unemployment rate among Negroes at 13.3 percent, more than twice the national average. "For the white, it's a mild recession," asserts Herbert Hill, forceful labor secretary of the NAACP. "For the Negro, it's a full-blown depression." Hill's answer, a double-barreled attack on discrimination in company hiring policies and in trade-union hiring-hall policies and apprentice training programs. But for a fellow like David Blackshear, a 34-year-old New York textile examiner, jobless since September, Hill's attack is meaningless. "I don't think it's prejudice," says Blackshear. "The garment industry is just stagnant."

Nor is Hill's solution enough for Buster Taylor. Taylor and his wife, Laura, came out of rural Mississippi in the early '40's. Lucky at first, Taylor found a steady job in a meat-packing plant, then served his time in the service, and returned to civilian life as the operator of a fork-lift truck for the same firm. Like some 30,000 other packing-house workers, he was automated out of his job. Although he quickly found employment in a nearby produce market, driving a truck and hauling 100-pound sacks of potatoes, his workweek eventually dwindled from 5 to 4 days, then 3, then—2 months ago—nothing. And because he worked on a day-to-day basis on his last job, Taylor is ineligible for unemployment compensation.

How have he and his wife survived? On Mrs. Taylor's \$24-a-week unemployment compensation, a windfall from her brief period of employment as a sorter last year with a Chicago feather wholesaler, plus an occasional visit to the market where Taylor used to work. "They give me some of the potatoes or lettuce they can't use," Taylor explains, "and that keeps us from starving. But you can't get meat like that. And it doesn't put any oil in the burner."

Antonio Moreno, of Visalia, Calif., has worked at his trade since he was 15 years old. Now he is 61, the father of 11 children, and he has only one remaining ambition in life: "I want a full-time job and to be paid a just wage for my labor." But because he is a migrant farmworker, Antonio Moreno hasn't a chance of achieving that ambition. Indeed, he is lucky to work at all.

Things have changed little for the migrant farmworkers since John Steinbeck chronicled their frightful estate in "The Grapes of Wrath." He may benefit from workmen's compensation, limited disability insurance, and improved housing. But to most migrant farmworkers, these mean little. The reason

is simply that there never has been sufficient work to provide a decent year-round living. And with automation edging its way into the fruitful lands of the southern San Joaquin Valley, the work for the Antonio Morenos becomes less and less.

In lush Tulare County, for example, there were 25,000 seasonal jobs for 25,000 farmworkers 4 years ago; last year there were only 17,000 jobs. The other 8,000 had been replaced by gigantic, ponderous mechanical cottonpickers, 15 feet tall, 8 feet wide, and 10 feet long, each capable of picking more cotton a day than 30 to 50 men, depending on the terrain. With similar automatic equipment cutting a wide swath through the South and Southwest, one in every five migrant farmworkers is, in effect, permanently unemployed.

Moreno, slight and stooped, his face the color of tanned leather, recalls that he was once assured at least 4 to 5 months' work in the cottonfields. "Now, maybe, I get 1 month," he adds. "And then I can only pick where the machines can't go, in the mud, in the weeds, where the crop is poor."

Still, Moreno is one of the lucky ones. He has a four-room house that he built with makeshift skills and makeshift materials on a lot that he bought for \$200. And with pooled earnings of about \$2,000 a year, he has managed to keep his whole family together.

To keep his family together over the next 2 years, however, will take a minor miracle. Moreno had to borrow \$346 from the Visalia finance company to meet emergency medical payments and other pressing money needs. Since he already owed \$477, he was forced to mortgage his house, its furnishings, and his lot for a total of \$1,032, including \$207 in carrying charges. Net result: he must pay \$43 a month for the next 24 months, a fantastic amount for a migrant farmworker.

Mrs. Florence Almeida, 40, of New Bedford, Mass., is petite, blond, and pretty. If she would smile, she would be very pretty, but she finds little to smile about these days. She is a widow with three children and she hasn't got a job.

By some standards, Mrs. Almeida is well provided for; she receives \$111 a month in aid to dependent children and \$75 a month as the widow of a veteran. But with \$48 monthly to pay on her 1959 Plymouth and the expense of a growing family, she has to work to live, and since Christmas, the living has been anything but easy.

A \$1.75-an-hour presser in a garment factory, she was furloughed "temporarily" just before the holiday; called back early this month, she was furloughed permanently after a week's work.

At times, Mrs. Almeida seems resigned to it. "I'm not a worrier by nature and I accept things," she states matter-of-factly. "I think about leaving New Bedford, but the living here is so nice and I'm settled." In the next breath, however, she adds: "But if I didn't have security at home, I don't know where I'd look for it. I don't know where I'd find work."

Thomas Pastellak of Scranton, Pa., is a handsome, black-haired, 26-year-old with the cut of an Ivy Leaguer. He quit school after the ninth grade to help support his mother (his father had vanished); nonetheless, he is an articulate, well-read person. One of the first to sign up for an electronics course under the Manpower Development and Training Act, he graduated near the head of his class. That was December 4, and he still hasn't found a job.

Pastellak lives in a depressed area. Theoretically, Manpower Development and Training Act courses are designed to train men for existing job opportunities within the communities in which the classes are conducted. Unfortunately, in their effort to rush an electronics program into being, Scranton school officials misgaged the

market. Of the first 11 electronics graduates only 2 have found employment utilizing their new-found skills. Dr. Richard F. McNichols, superintendent of Scranton schools, now admits that in Scranton, a depressed area for a decade, "the job potential just isn't there." And wherever else Pastellak has gone in search of a job—in other Pennsylvania cities, in New Jersey, and in New York—the jobs available in electronics have been either committed to local residents or demand a knowledge and training far beyond any Manpower Development and Training Act program.

To Pastellak the problem is deeply personal and intimate. He wants to marry. "I met a girl here in Scranton 3 years ago," he says, "when I was a seaman on the Great Lakes. I realized then that it was no life for a married man. I gave her a ring in 1961 and came home to stay. I haven't had a steady job since. We were supposed to have been married last year, but how can you get married without a job?"

POVERTY AMID PLENTY

By Government definition, a depressed area like Scranton is one of "substantial and persistent unemployment." By statistical analysis, it is one where unemployment is at least 6 percent and has been 50 percent higher than the national average for 3 of the 4 preceding years, or 75 percent higher for 2 of 3 years, or twice the average for 1 of the 2 preceding years. In hard fact, a depressed area is one largely impervious to the benefits of even a booming economy; it is a running trough of poverty in the sea of plenty. And though the major depressed areas are in the highly industrialized Northeast, the problem is far from isolated. Last week, there were no fewer than 18 "major" depressed areas, 103 "smaller" areas, and 454 "very small" areas—a blight that stretches from Alabama to Washington, from New York to California.

A depressed area, what's more, gets caught in a vicious circle. As unemployment rises, savings dip, retail sales fail, new industry tends to shy away, and there are still fewer jobs. The inevitable result is a grim, gray hopelessness for people like Pastellak—people that America's \$500 billion-plus economy may have left behind.

Foremost sufferer of this economic disaster is unquestionably the Nation's "coalbin"—the anthracite-bituminous mining region that starts near Scranton in the Appalachians of Pennsylvania, generally follows the mountain range down through West Virginia and eastern Kentucky, and picks up again in the Central States mining region of southern Illinois. The culprit is "mechanization," and one of its victims is Ellis Grigsby. In 1950, it took 415,582 miners to extract 516 million tons of coal from the earth; in 1962, working with giant bits, automatic coal-loaders, and automatic tipplers, a mere 136,500 miners extracted 243 million tons of coal. After a recent visit to the area around Welch, Davy, and Gary, W. Va., Labor Secretary Wirtz commented: "If you could take every American through (such depressed communities as these) just for 5 minutes, we wouldn't have to worry about fiscal or economic policies, because it would arouse a feeling, a realization, that something has to be done and done fast." A longtime resident of the job-blighted West Virginia area recently added a touching postscript. She said: "Why like I told a friend of mine, we feel just like we are all alone on a lonely island here."

For the young, the resolute, and the strong, there is only one solution: migration. From the coal fields of eastern Kentucky, some 500,000 persons have moved in the past 10 years. The same pattern holds true in the dying Mesabi Iron Range of Minnesota, where nearly one in every five workers is unemployed and young people are very scarce. And in the Deep South, save for

Florida (which led the Nation in growth), emigration during the 1950-60 period drained millions of people from the land, most of them Negroes heading for the industrialized North. Of those left behind, many can be found in clusters any morning of the week along the main thoroughfare of Atlanta and virtually any city in the South, waiting and hoping that someone will hire them for a day's work.

Fearful of a 7-percent unemployment rate by 1967 if present trends persist, the administration feels it can no longer wait. President Kennedy made that clear in his manpower report to Congress early this month: "Greater employment opportunities, and a work force ever more capable of making use of such opportunities—these are among the foremost domestic needs of the Nation. We must meet them. Ours is a rich Nation, but not inexhaustibly so." The President's formula:

Tax reductions and reforms designed to "generate larger markets, additional investment, and more job opportunities."

A Youth Employment Act for "stimulating and tapping the potential of unemployed youngsters."

Expansion of educational opportunities for all citizens.

Strengthening of the unemployment insurance system.

Extended minimum-wage protection for workers not now covered.

But these are, for the most part, long-range remedies, some of which may never clear Congress—certainly not without major revisions and changes. For the moment then, the main hope of the long-term unemployed, the depressed areas, and the dormant regions of the land, lies in the Government's \$900 million public works program and \$435 million retraining program, administered through the Area Redevelopment Act of 1960 and the Manpower Development and Training Act of last year.

One day early this month, to dramatize the Government's helping hand, Mrs. Lyndon B. Johnson turned over a ladylike spadeful of mud at groundbreaking ceremonies for a new \$69,000 library in St. Albans, W. Va. The construction eventually will benefit hundreds of townspeople. And \$15 million worth of other make-work projects are under way in West Virginia.

Public works are at best a partial solution to unemployment, and to some communities may be no help at all. The mayor of Welch, W. Va., is not enthusiastic about a proposed multimillion-dollar Federal-State-local sewer project. He wonders whether Welch can afford its share of the expenses, which may run to 50 percent, and he doubts there are enough local skilled workers for the job; thus most of the money might go to out of towners.

Of more hope to the onetime hopeless are the Federal programs to train the unemployed, primarily in woodworking, metalworking, hospital, stenographic, and clerical skills. (Students are paid modest salaries, approximately equal to local unemployment benefits.) In Connecticut, for example, some 90 percent of those who have completed such training programs have been placed in well-paying jobs in their new skills. Even in West Virginia, where the job potential is probably as low as anywhere in the Nation, 635 of the 1,027 people who have completed retraining courses found steady employment—a 61.8 percent average.

The transformation in those who have been placed in new jobs is remarkable. Russell Smarr of Mingo County, W. Va., at 40 aged far beyond his years, used to earn \$25.96 a day in the mines, plus overtime. Two years of unemployment, however, brought him to a machineshop course in Beile, W. Va., and he got a job as a machinist last year in a nearby FMC Corp. plant. He started at \$2.08 an hour, now earns \$2.43 an hour. Inter-

viewed on the job, he smiled at a question that to him was ridiculous and wiped a greasy hand across his cheek. "I'm not making what I made in the mines," he said, "but I'd never go back. I've got a trade now—and I think this training business is one of the best things that's ever happened around here."

Joe Schley, 24, of Milwaukee, his wife 8 months pregnant, earns \$80 a week as a welder. The Army veteran says: "We were really worried about having enough money for the baby, but everything is going to be all right."

Equally important, morale perks up even before a student graduates into a job. The appreciation of wiry, blue-eyed Pat Parsons, 37, unemployed and for all practical purposes unemployable before he enrolled in a Birmingham, Ala., class for welders last fall, typifies the spirit. Parsons and his wife will have to scrimp a full year while he completes the course; and yet he says: "It's hard as hell, but I don't have any regrets. I'm thankful for the opportunity to learn a trade, and I know I'm going to make it when I get out."

NEW SKILLS NEEDED

Many, if not most of the Nation's leading businessmen—men like Henry Ford II of the Ford Motor Co., Roger Blough of United States Steel, and Ralph J. Cordiner of General Electric—are convinced that the educational process, in the classroom or on the job is the only logical way to solve the problem of workers displaced by automation and other forms of technological progress. Only through the acquisition of the needed skills for the future, they maintain, can workmen hope to find fulfillment in the operation or maintenance of automatic machines and computers that can turn out a finished engine block every 45 seconds; that can roll a 19-ton bar of steel into a sheet of steel one-tenth of an inch thick with no human help at all; that can store millions of bits of information and deliver in an hour a design for a new plant that a platoon of architects couldn't match in a year.

Most businessmen agree with Ford, Blough, and Cordiner, that whatever the short-run pains of automation, the Nation will benefit in the long run.

Ford, a member of President Kennedy's Advisory Committee on Labor-Management Policy, has said: "The factual evidence strongly indicates that while automation displaces some individuals from jobs they have held, its overall effect is to increase income and expand job opportunities."

Blough has said: "The obstructionists may delay the installation of new machinery or slow down the introduction of new methods, but man's search for new and better ways of doing things will sweep by them—if not in this country, then in a competitive one—if not today, then tomorrow."

Cordiner has said: "It must be emphasized and reemphasized that the fate of thousands of American business firms and millions of jobs depends on this Nation's ability to * * * eliminate artificial restrictions on output."

On at least one aspect of this argument, there is general agreement: U.S. industry must continue to automate, must continue to reduce costs, if U.S. goods are to continue to compete in the world marketplace. Faced with the resurgence of the new and rebuilt industrial might of Western Europe and Japan, U.S. industry now finds an ever-increasing proportion of its equipment obsolete.

But there are those in labor—and a few in management, too—who believe that automation is so different in degree from the first industrial revolution that it is different in kind; that it poses unique problems which defy conventional solutions.

The evidence they present of workers displaced largely through automation is almost overwhelming. In 1953, 917,000 autoworkers

turned out 7.3 million cars, trucks, and buses; in 1963, 723,000 workers produced 8.3 million vehicles. In 1956, 1.1 million construction workers completed \$62.8 billion worth of work (including repairs) on houses, office buildings, roads, and the like; by last year, the industry had grown to a record \$83 billion size, but its work force had dwindled to 831,000.

ONE CAN SATISFY SIX

The decline is repeated in industry after industry. Indeed, today, through automation, one American workman can produce enough food and manufactured goods to satisfy all his own needs and those of six fellow Americans, with plenty left over for export. For the first time in its history, the United States, according to Government figures, has become a nation with less than 50 percent of its nonfarm workers in goods-producing (versus service) industries. The precise figure, 42 percent.

Against this backdrop, retraining so far offers some consolation, but not a lot. For all the cost and energy expended (an average of \$1,200 and 22 weeks on each trainee), the Federal program is expected to train, at best, only about 400,000 persons in new jobs over the next 3 years. In and of itself, it can make no more than a dent in the overall unemployment problem.

Lacking a sudden resurgence in the economy, the extra push to alleviate joblessness, says Chairman Thomas J. Watson, Jr., of International Business Machines, must come from a new sense of sociological responsibility on the part of industry in general. He says: "A company must be prepared to make a commitment to internal education and retraining which increases in geometric proportion to the technological change the company is going through * * * [the Federal retraining program] in no way relieves corporations of the responsibilities they bear for the retraining of their own people."

Watson, furthermore, practices his preachment. To retrain its own employees and those of its customers, IBM spends roughly \$45 million a year on education—more than all but a few of the Nation's largest universities.

According to labor, however, the extra push must come from a shorter workweek. "The 35-hour workweek demand," says Walter Reuther, firebrand president of the United Auto Workers, "is an act of sheer frustration on labor's part. When society isn't dealing with the unemployment problem, the labor movement has to fight negatively for a short workweek."

David J. McDonald, silver-haired president of the United Steelworkers, puts it another way: "There have been predictions that eventually there will be 18 million unemployed in the United States. If there ever were, it would touch off an internal political explosion that could only end in galloping socialism. * * * I would like to see a 32-hour week in the steel industry, but I know it would cost a helluva lot of money, so we've got to try other ways." One other way, an extended vacation plan, which the Steelworkers have already won in the can industry and hope to press on the steel industry this spring. Under the plan, an employee is entitled to a 3-month vacation after 15 years' service. McDonald feels such a plan would create 32,000 new jobs in the steel industry.

AFL-CIO President George Meany, who must carry the ball for the 35-hour workweek, states his case rhetorically. "Can the capitalistic system survive," he asks, "when unemployment in 10 years has risen to a level that seems almost permanently above 5 percent and right now more than 6 percent? Can we survive and still be leaders of the free world?"

As a matter of fact, though, there is more smoke than fire in the drive for a 35-hour workweek. Although the AFL-CIO executive council approved a \$1.5 million drive for the

shorter workweek last month, no money has yet been budgeted for the campaign—which, more than anything else, will be a spur with which to dig the administration.

SIREN SONG

As yet there has been only a handful of labor contracts attacking automation-caused unemployment. Among the more prominent: those won by the New York electricians, the west coast dockworkers, and the Kaiser steelworkers.

The first was negligible in itself—it involved only 7,000 men working under peculiar conditions. But there can be no question that the electricians' 25-hour week was a siren song to millions of workers and millions of unemployed throughout the land.

On the west coast, the mechanization and modernization plan solves for the longshoremen, or so they believe, the problems of automation. In return for the payment of \$29 million into a union-controlled fund by July 1, 1966, the longshoremen have agreed to unlimited installation of automated loading and unloading equipment. The money is used to finance an early retirement program and to guarantee the longshoremen that they will get paid even when they don't have work. But Harry Bridges, freewheeling west coast dock boss, admits: "I know this pact of ours is just as good for my members and the maritime industry as it might prove bad for other industries. In fact, I know it is narrow and selfish. Automation is a national social problem. We can only take care of ourselves."

This Kaiser plan is still an unknown quantity, revolutionary in concept. Under the agreement, put into effect March 1, Kaiser workers themselves will receive directly one-third of all savings made in the cost of producing steel. At the same time, displaced workers will be retrained and relocated, if possible, with a guarantee that their wages will not be reduced. Will it work? Nobody knows.

Labor itself recognizes that automation is inevitable and may be ultimately beneficial, and that it may even lead to new and better jobs by introducing products and services that do not now exist. But can anyone, in labor, management, or government, say with any degree of certainty that there will be enough jobs for all?

The Labor Department has tried to project the Nation's labor outlook in its recent report to Congress on manpower requirements, resources, utilization, and training—surely the most comprehensive set of employment projections ever put together by a Government agency—and the outlook is bright. Despite the slashes of automation, the official projection predicts an increase in total blue-collar employment from the 20.4 million of 1960 to 24 million by 1970. In the service industries, the Labor Department expects an increase from 7.4 million to 10.2 million workers. Best of all is a projected increase of 8.7 million jobs in the professions, in office employment, in sales, and in other forms of white-collar work. Only agricultural employment is expected to decline—from 5.4 million workers in 1960 to 4.2 million in 1970.

Where will the jobs be? The fastest developing State in the Union, say the projections, will be Florida, where there will be 1 million more jobs than in 1960, a 67-percent increase; in total employment, however, California will top the Nation with a crackling 10 million jobs in all.

What industries offer jobseekers the most potential? Construction will head the pack, according to the projections; dollar volume will soar 57 percent above the 1960 level providing employment for 35 percent more workingmen.

What specific jobs offer the most chance for advancement? The need for professional and technical people, say the projections, will increase at a rate of 43 percent, double

the national average; business in general will need no fewer than 1.5 million more managers.

Theoretically, there may be jobs aplenty to accommodate the expected 13 million increase in the work force. There is, however, one catch: the projections are predicated on an increase of 50 percent in the gross national product over the decade, or more than 4 percent per annum—a rate of growth which the Nation has yet to achieve.

Increasingly, therefore, the question is asked: can the Nation ever achieve anything approaching full employment, short of a national emergency?

Many businessmen and more labor leaders than will admit it are convinced the answer is no. Still sotto voce, but audible nonetheless, the grumblings grow that the Nation must eventually learn to live with 6 to 7 percent unemployment. To Walter Heller, the President's chief economic adviser, this is a counsel of despair; current unemployment dramatizes "the problem of the economy at which tax reduction is aimed—underutilization (of the Nation's production facilities)."

Some of the Nation's top economists and educators agree. MIT's Paul Samuelson asserts: "The hard core of the unemployment problem is like ice, not like iron. It can be melted away gradually. A tax reduction with a deficit is the biggest thing toward a solution that's available to an enterprise system like ours." One loud dissenting voice: that of Leon Keyserling, one-time economic adviser to President Truman. He calls President Kennedy's economic program "a pygmy sent out to do a giant's work." The tax proposal, Keyserling says, is "so watered down, so cumbersome, that everyone's against it. * * * We need some kind of tax bill, but not this." Keyserling favors huge public spending for housing, transportation, education.

OLD FOE

To the men who deal with unemployment in harsh realities, however, there are no pat solutions. One of these men is the newly elected Republican Governor of Pennsylvania, William Scranton. His State is in the throes of a recession that has lasted more than a decade. Moreover, Pennsylvania alone ranks among the three top States in each of the worst categories of unemployment; in 1962, unemployment totaled 367,000 and the rate of joblessness was 7.9 percent.

Scranton is not unacquainted with unemployment. In his native Scranton (his forbears founded the city), he was extremely active in enticing new industry into the area and played a leading role in the two civic corporations that breathed new life into the dying city. In one campaign for public donations to finance an industry hunt, \$1.3 million was raised with the slogan: "What would you pay to get a brother-in-law off your neck?" Although Scranton is still a depressed area because of the continuing decline in anthracite coal mining—such projects have provided more than 10,000 new jobs.

Accordingly, Governor Scranton proposed this month a 15-point industrial development legislative program designed to guarantee "the very survival of Pennsylvania as we now know her." Among his major proposals:

Increased funds for the Pennsylvania Industrial Development Authority.

Establishment of a Council of Science and Technology designed to attract top technical talent to the State.

Organization of a Committee of 100,000 Persons, operating under a 50-member steering committee, to plug the Commonwealth of Pennsylvania throughout the Nation.

If nothing else, Scranton has sold himself on the plan. His lean, boyish face intensely serious, he said recently: "This problem has been 50 years abiding. We can't solve it overnight. Of necessity, it will involve a

certain pinpointing job." Then, his face breaking into a smile for the first time in an hour-long interview, he said: "A lot depends on the national economy, and yet I am astoundingly optimistic. We've got everything we need in this State—location, water, natural resources—everything."

On the national level, Labor Secretary Wirtz is equally determined, equally cognizant of America's assets, yet far more emotionally charged on the subject of unemployment. His final summation: "Every little piece of this problem we can tackle, if put together with another, will make a hell of a dent in the problem." Solving the unemployment problem, he adds—and here he grinds the words out—"will be the test of our meaning as a nation."

"I have no doubt that these problems will someday be solved," President Kennedy said in Chicago last week. "The question is: Will they be solved in ways that impoverish us—with restrictions on the workweek, or on efficiency, or on competition? Or will they be solved in ways which enrich us—by expanding our economy and putting all hands to work? The choice is up to us all."

[From the Washington Post, Apr. 21, 1963]

EDUCATION NOT MEETING JOB NEEDS

(By Susanna McBee)

American education is failing to pass one of its most important tests: training enough people to meet the Nation's future employment needs.

Education never has achieved the goal of placing the most qualified people in the right jobs—right for them and for the country—and it probably never will.

The fault lies not just with the educational system but with the facts of life in a free society. Some men get engineering degrees and become high-salaried business administrators; some women prepare to teach and get married instead.

Thirty years ago it was not so important to be trained specifically for certain jobs; today it is.

With what educators call the "knowledge explosion" (the world's store of knowledge is doubling every 10 or 15 years), there is an increasing need for more people to perform more tasks produced by more new knowledge. "This has become such a big problem that it isn't really being faced," says one of American education's strongest critics, Vice Adm. Hyman G. Rickover, father of the nuclear submarine.

"No country has ever had an educational system adequate to its needs," Rickover said. "That's inherently impossible because of the vast capacity of the human mind to learn and change society. But the issue really is, are we doing all we should to provide the people for the kind of society we will have in the next decade?"

He and some others answer this question with a loud, impassioned "No." With notable exceptions, however, not many people seem concerned.

One who is concerned is Secretary of Labor W. Willard Wirtz, who told a House Education subcommittee last month that there is no future in America for the unskilled laborer.

Noting that the economy used to have a "shock absorber" mechanism permitting it to make use of millions of unskilled workers, Wirtz said machines are removing the shock absorber. The problem of older unskilled workers losing their jobs to machines will get worse between now and 1970, he said, as 26 million young people enter the labor market—"a far greater number than the country has ever had to educate, train and absorb into employment in any comparable length of time."

As Wirtz pointed out, the employment problem is twofold: technology is changing the job growth pattern, and the postwar baby boom is adding an unprecedented sup-

ply of manpower to the labor force this decade.

One difficulty is that no one knows exactly how many people will be needed in various vocations by 1970. Rough estimates by the Bureau of Labor Statistics are based on assumptions which are themselves uncertain.

It is assumed, for example, that there will be no major war, that business productivity will be high, that unemployment will be below the present 5.6 percent rate, that current labor force trends will continue without abrupt change, that college enrollment will double and "that the trend toward higher levels of education will not be stifled by lack of school facilities or staff or of needed aid to students."

With all these "ifs" in mind, the Bureau predicts that over this decade the labor force, about 67 million in 1960 and going up 21 percent to more than 80 million in 1970, will include:

A remarkable 43-percent increase in the number of professional and technical workers—from 7.5 million to 10.7 million, or 13.3 percent of the 1970 labor force.

A 34-percent increase in the number of service workers, such as nurses, waiters, cleaners, to total nearly 14 percent of the work force. Growth percentages in other categories are clerical, 31; sales, 23; managerial, 21; craftsmen and foremen, 20, and semiskilled, 13. The semiskilled will continue to be the largest group in the labor force—16.9 percent in 1970 compared with 18 percent in 1960.

A static number, 3.7 million, of unskilled industrial laborers, who will drop from 5.5 to 4.6 percent of the work force.

A 22-percent reduction in the farmworker population, dropping from 8 to 5.3 percent of the labor force.

Given the uncertain profile of the Nation's 1970 employment, the next question—one with an even more uncertain answer—is: How many trained people will American education (public, private, vocational, and general schools and apprenticeship programs) supply? A few examples will demonstrate the problems.

Labor Department studies show that during this decade 5.5 million new professional and technical workers may be needed to fill new jobs and replace those leaving others. However, only 3.7 million college graduates are expected to enter these fields by 1970.

New engineers required by 1970 could total about 700,000 to provide the projected 1.4 million employees in this field. But unless drastic steps are taken, new engineering entrants will be only 450,000, including those transferring into engineering from other fields and those without degrees who are upgraded into the profession.

Scientists, who numbered 313,400 in 1960, should total 548,000 by 1970, according to a 1961 study. To meet the projected average annual demand for 25,000 new scientists to fill new jobs and to replace losses, 83,000 persons with science degrees should be graduated each year. About 80,000 will be, but this near balance may not bridge a great gap between supply and demand in certain specialties.

Teachers required for elementary and secondary schools should number about 2.2 million, and nearly 2.1 million (newly graduated and those reentering the field) will be supplied. The deficit over the decade will be 84,000.

About 225,000 new electricians will be needed to meet growth and replacement requirements by 1970. Apprenticeship programs will supply only 31 percent, or 70,000.

For tool and diemakers, 85,000 will be required to meet growth and replacement demands, and apprenticeship programs will supply 45 percent, or 38,000.

These projections take into consideration the fact that nearly 70 percent of American young people were high school graduates

last year and that more than 72 percent will be by 1970. Now about 18 percent are completing college, and 20 percent will do so by the end of the decade.

What happens when education does not supply the manpower demand is simply that people without all the qualifications get the jobs. Teachers are hired on a temporary basis; nondegree holders become engineers; electricians learn their trade on the job.

"The saving thing is that people are adaptable, and industry is willing to be flexible," says Assistant Commissioner Harold Goldstein of the Bureau of Labor Statistics.

But, as he noted in a recent speech, "the implications are clear that the general educational level of the work force will have to increase and (that) there will be fewer jobs open to people without at least a high school education."

Goldstein sees a danger in the possibility that with one of four boys getting college degrees, "we may starve our skilled trades of the bright people they need" since most college men avoid this field.

Growing attacks have been directed at vocational training programs in public schools, and recently 81 percent of the school administrators responding to a survey by the Nation's Schools magazine said such programs must be improved and updated. Most criticism centers on the emphasis on agriculture in many programs and on their failure to keep pace with the country's technological development.

Ward Beard, consultant in the vocational division of the U.S. Office of Education, says additional funds can solve most of these problems.

Commissioner of Education Francis Keppel says that "we'll be shooting ahead of the 1970 employment target" if Congress passes the administration's proposed reform of vocational education, aid for technical institutes, and plans for improving the quality of education. "Vocational programs should stress the kind of knowledge that has the widest application—math, science, and language," he added. Keppel also advocates more retraining for people on the job or those who must change jobs.

Other serious problems which the Nation is just beginning to attack are school dropouts (about one third of the young people entering the work force lack a high school education) and job discrimination against Negroes.

The problems of both groups, who often are the same people, overlap—both lack the training for any but the most menial jobs. Most educated Negroes face additional difficulties of either inferior quality of schooling in segregated institutions or rebuffs in many trades and white-collar jobs despite their good education.

When the Nation's educational mechanism cannot keep up with employment demands, obviously the economy does not fail. But as Goldstein observed, "There will be more stresses, more pressures. We should be thankful that the adaptability of our people can alleviate the pressure. But then we cannot continue indefinitely to count on it."

[From the Philadelphia Evening Bulletin, June 24, 1963]

THE UNEMPLOYMENT PROBLEM—STATISTICS ON JOBLESS FAIL TO MIRROR NATION'S ECONOMIC HEALTH ACCURATELY

(By Samuel Lubell)

A drastic overhauling is needed in the Nation's thinking about unemployment.

Since early April this reporter has been conducting an intensive interviewing survey of jobless workers in 23 different cities.

One main purpose has been to try to solve the mystifying puzzle of why the unemployment rate in the country remains so high—5.9 percent of the labor force by the latest official count—in the face of record highs in

production, employment and consumer spending.

I also have been hunting for answers to five questions left unanswered by official Government reports:

Just what is the cause of each person's unemployment?

How many of the unemployed have jobs to go back to?

How much actual looking around for work is done?

Are the unemployment statistics reliable?

How do the jobless manage to care for themselves and their families?

Three conclusions stand out:

1. The unemployment statistics are no longer a valid or accurate indicator of the health of the economy.

2. The identical label "unemployment" is applied to so many different situations that the statistics themselves create quite misleading pictures of both the extent of the jobless and the human hardship involved.

3. The nature of unemployment has changed enormously since the Depression of the 1930s and even since the recession of 1958.

Unless these changes are recognized and understood, efforts to overcome unemployment may only make matters worse.

In my survey, more than 350 case histories of men and women out of work were put together. Of this number, nearly 6 of 10 did not constitute any real unemployment problem in that they felt, "I'll be back working soon."

SEASONAL WORKERS

Roughly 35 percent of those interviewed were either construction workers, who had finished one project and were waiting for another, or seasonal layoffs with jobs to go back to soon.

Another 25 percent had left former jobs for assorted personal reasons.

Retired persons were looking for only part-time work.

Others, like a chemist in Cleveland, explained, "I can get a job any time. My problem is to find a good one."

LITTLE ACUTE HARDSHIP

Except in depressed areas, I found little acute hardship. Nearly 10 percent of those interviewed said they could get jobs that paid less than they wanted.

Among unemployed married persons, roughly 40 percent had a husband or wife working.

By contrast, in Wheeling, W. Va., where 12 percent of the work force was jobless, nearly a third of the persons interviewed had exhausted their unemployment benefits and were living on relief or jobs like apple picking or other farm chores.

In five other cities, unemployed workers remarked, for instance, "We've just had a baby and that makes things rough."

Among all the unemployed interviewed, every seventh person had run through his savings and been forced into debt since losing his job.

NOT DUE TO SLUMP

Turning to the causes of unemployment, I was surprised how few of the unemployed—one in six interviewed—had been laid off because of a slump in business. During the 1960-61 recession, in many of the same cities, nearly half the unemployed workers I talked with had lost their jobs because of the economy's decline.

Today's showing can be credited in part to the upsurge in auto and steel employment in recent months.

But more significant is the fact that the bulk of current unemployment is not found in the mainstream of the Nation's economic life.

TWO SEPARATE ECONOMIES

The present high unemployment rate largely reflects that we seem to have devel-

oped two separate economies in this country—one, a highly protected, employment-source fortress; the other, an exposed plain, raked constantly by economic storms.

The hardest-hit groups are older workers, pushed out of the economy, and younger workers—Negro and white—who never have been able to scale the walls of seniority rights and union membership.

In nearly every city, I found young men, 30 years and slightly older, who never have held a steady job since leaving school.

In Newark, N.J., one youth remarked: "I'd like to be an electrician, but you've got to be the first-born son of a union member to get a union card."

COST REDUCTION

A second set of influences aggravating hard-core unemployment centers around the reshuffling of work from old to new locations and the job changes spurred by the search for cost reductions.

At new factories, I found a tendency to employ a heavier proportion of women in preference to men.

Increased dependence on defense spending is another unsettling force that jacks up the unemployment rate. In a third of the cities visited, some of the workers interviewed had been laid off because defense contracts were lost.

Few of the unemployed I talked with blamed automation directly for the loss of their jobs. Automation seems now to be having its main impact in terms of reducing the number of new jobs.

SURVEY TECHNIQUE

In choosing the cities for interviewing, I sought contrasting situations—depressed communities like Wheeling or sluggish areas like Buffalo to be matched against places like Detroit, Akron, and Canton, where employment has rocketed in recent months.

Other cities also were taken because I had sampled them during the recessions of 1958 and 1961 and thus would have a first-hand basis for comparison with 1963.

In deciding who was to be interviewed, I followed the arbitrary rule of talking to the last person in the unemployment compensation line—which left time for lengthy questioning—whether male or female, white or Negro.

These interviews in unemployment claims centers were supplemented by a sampling of typical worker neighborhoods and by talks with high school students about how they saw their job future.

[From the Philadelphia Evening Bulletin, June 25, 1963]

THE UNEMPLOYMENT PROBLEM—SENIORITY AND FRINGE BENEFITS CREATE WASTED GENERATION OF YOUNG JOBLESS

(By Samuel Lubell)

During the past 5 years, something of a wasted generation of younger workers has developed in most industrial centers.

In city after city visited while interviewing the unemployed, I was struck by how many were pushing 30, or even 35, and still never held a steady job.

What has kept these people from finding a place in the economy is worth exploring, since it foreshadows what could happen to many of the teenagers who will be pouring from schools in record numbers in years to come.

Limited education and lack of vocational skills are only a small part of the difficulty. A much more important obstacle, my interviews indicate, is that, since the 1958 recession, younger workers have been walled out of employment in many trades and in the major manufacturing industries by the structure of seniority rights and high fringe benefits.

With each jobless youth interviewed, I made a point of tracing his work history back to when he left school.

Although much of my interviewing was done in major industrial centers, like Detroit, Akron, Pittsburgh, Cleveland, and St. Louis, few of these youths had ever worked for one of the bigger companies. The overwhelming majority had to forage for jobs among smaller, shakier employers at relatively low pay and with no union to protect you.

In a fifth of the cases, at least one firm they worked for had folded. Others had been employed by family affairs and got bumped to make room for the boss' relatives.

In the Minneapolis unemployment center, one 20-year-old remarked, "It may sound funny to you, but I often dream that at last I've got a union card."

In Chicago, a 27-year-old, who had three jobs in the last year, exclaimed, "I sure would like to work for a big company. You'd know where you stand."

NEGROES ALSO SHUNTED

This tendency to shunt younger workers to the most vulnerable parts of the economy holds for Negroes as well. In my analysis, I divided the unemployed Negroes who were interviewed into two groups—those who voiced confidence that soon they would be back at work and those who complained, "I keep looking, but get nothing."

Both groups had an equal proportion of high school graduates. What marked the gloomy Negroes was that they generally were younger and had held nonmanufacturing jobs like elevator operators, car washers or porters. Two-thirds had not worked for their last employer as long as a year.

Negroes, of course, are the principal sufferers from job discrimination. Still, it is important to note that the job-hunting cards today are stacked against all young workers, whatever their color.

YOUTH BEARS BRUNT

Even where they have been lucky enough to get a seniority protected job, the younger workers still bear the brunt of any joblessness that develops. In Dearborn, Mich., a 35-year-old truck driver took out his unemployment compensation book and counted up "only 10 weeks of work this year."

He explained, "Under our Teamster contract, my company guarantees every regular driver 40 hours of work. But 10 percent of the drivers are called casuals. I'm one. We work when an extra driver is needed, maybe for a day, maybe a week."

Still, this driver was pleased with the arrangement. "I get \$3.13 an hour when I work," he volunteered. "When enough of the older fellows retire I'll become a regular driver. That will fix me for life."

Asked how long that would take, he replied, "At least 5 years. I'll be 41 before I can count on steady work. Still, before I got this job, it didn't look like I'd ever get anywhere."

SENIORITY SYSTEM ACCEPTED

This acceptance of the seniority system as a crude form of machine-age justice is pretty general among union members. One result has been an abrupt decline in worker mobility.

In some industries, like steel and autos, workers draw better than two-thirds of their pay even when unemployed. Those who are laid off do little hunting for other work—unless it is for odd jobs that do not show up in taxable payrolls—and simply wait to be recalled.

Near Pittsburgh, a West Homestead steelworker calculated, "Since 1958, I've been out half the time."

Still, he felt, "If I went anywhere else I'd be low on the totem pole and would be laid off every time there was a slowdown. This way, every year brings me closer to the day

when I'll have enough seniority to work all the time."

In New Haven, Conn., a factory worker explained why he didn't look for a job in another line, by asking, "Who would hire me? They know I'd go back to my old company as soon as work picked up."

FEW NEW STEELWORKERS

Since the 1958 recession, relatively few new workers have been brought into most major manufacturing industries. With many steel companies, even the lift in production this past April and May did not exhaust the seniority recall lists.

Most auto plants, though, with sales soaring toward the 1955 peak, ran through their recall lists this spring and now are hiring from the streets for the first time in 5 years.

This pattern has been aggravated by two other trends. In all manufacturing, automation has been cutting the number of jobs needed to yield the same output. At the same time, the trend of collective bargaining has moved steadily toward a stronger job monopoly and higher fringe benefits for the workers who are left.

OVERTIME IS CHEAPER

These fringe benefits have been pushed to where many companies figure it is cheaper to pay overtime than to hire a new man and pay his insurance, hospitalization, and other benefits.

In four unemployment centers, young workers told of being hired for temporary jobs and being "dropped the week before I could qualify for fringe benefits." One Detroit youth had gone through two such temporary work periods with the same auto company.

To sum up, if the job crisis of younger workers is to be eased, the economy plainly has to generate more work opportunities. Still, a considerable widening of apprenticeship openings for beginning workers is overdue.

Also, the trend of union bargaining needs modification so the burden of unemployment does not continue to be pushed off so completely onto the younger workers.

EDWARD P. MORGAN AND THE NEWS

(By the American Broadcasting Co., Mar. 28, 1963)

In Topeka, Kans., day before yesterday, I met a walking statistic. In Washington, D.C., statistics lie down flat on paper and, although every now and then one rises up to smack you in the eye, you don't get the full impact of these figures until they are translated into people. The fact that more than 6 percent of our able-bodied working force can't find jobs is disturbing enough. It is even more disturbing to realize that men and women now employed will soon be displaced, through no fault or doing of their own, by a process known, impersonally enough, as technological readjustment. This was the kind of statistic I met in Topeka, an experienced skilled worker with years of seniority, on the verge of displacement.

This fellow, a union man, is a locomotive fireman. In individual terms he is the personification of the long, bitter, and monumental struggle between the railway brotherhoods and the rail operators over the issue of featherbedding.

Perhaps he, his union, and railway management all should bear a share of the blame for not facing up realistically enough 20 years ago the fact that the introduction of diesel locomotives made firemen expendable. If an honest adjustment had been made then the issue would not be so deep and tortuous today. But it wasn't, and now that indecision is water over the dam. For my fireman friend the overriding issue today is his personal future. The Government cannot and will not permit a prolonged shutdown of the railroads. Somehow, the issue, which

has been swollen and purpled with bruises by exaggerated claims and pig-headedness on both sides, will have to be solved. A wise Washington source, with long experience in labor-management problems, privately suggests that a compromise may have to be made on the recommendation of the special presidential commission that all firemen with less than 10 years tenure be fired.

Whatever happens to the Topeka fireman, he doesn't see much future in his chosen job. He doesn't look like a loafer. He isn't. Healthy, handsome, in his forties, he has a boy in college and a girl in high school looking forward to college, too. "What I want to know," he said to me, "is how the Government is going to help me solve my problem, and others like me." He is disturbed but not bitter. "Even if I can take advantage of some retraining program," he said, "I figure at my age that at the very best I'll have to take at least a 50-percent cut in income." This is the way the cold phrase "technological adjustment" on the mimeographed handout is translated into a vivid, painful, personal crisis.

Men in high places in Washington, like Labor Secretary Willard Wirtz for instance, are agonizingly aware of the personal crises piled behind their statistical columns and they are trying to do something about the situation. Inevitably individuals and families, even whole communities, are going to get hurt in the process. These casualties can be kept to a minimum only if all hands involved at the decisionmaking level, including labor, management and government officials, show more of a sense of urgency and mutual goodwill toward the adjustment of the problem than they have to date.

As one crosses the country today, even at the careening speed of the jet age, it is frighteningly easy to discern the fact that our whole society, at this revolutionary juncture of the century, is confronted with the compelling necessity of major adjustment on almost every level. Our approach to education is outrageously inadequate. Leaving aside for the moment the anguish of the indignities and even brutalities involved, we are wasting our human resources in a shocking fashion and at a rate that, rich as we are, we simply cannot afford; wasting them by timid, tentative approaches to the utilization of manpower and by understandable but inexcusable prejudices denying equal opportunity to more than a tenth of our population—the so-called Negro minority. And as if all that were not enough, we are wasting our almost boundless productivity, actual and potential.

In order to make the proper jet connection for Seattle I had to leave Wichita in this morning's rosy-fingered dawn and fly by private plane to Denver across the broad, gently heaving bosom of Kansas. It was a splendidly revealing but also disturbing interlude. There, hardly 2,000 feet below the four-seater executive Beechcraft, like some Asian ruler's alabaster palace, lay at Hutchinson, Kans., one of the world's largest complexes of elevators where millions of bushels of surplus grain are stored. With his production breakdown in Kazakhstan plaguing him, Chairman Khrushchev would have viewed the sight in the checkerboard middle of the wheatfields with envy. Yet we cannot view it with pride against the bitter paradox of a farm program that is costing billions to discourage farmers from producing their best while millions of the world's mouths are underfed.

This vast dilemma makes Boeing's reluctant readjustment to the loss of the TFX airplane contract seem, in the large, an almost trifling exercise by comparison.

This is Edward P. Morgan saying good night from Seattle.

Mr. CLARK. Madam President, I thank the Senator from New York for

his kindness in yielding to me. I know he has keen interest in this legislation also, because he is a cosponsor of it.

Mr. JAVITS. Madam President, I shall yield in a moment to the Senator from Arkansas [Mr. McCLELLAN], who has asked me to yield, but first let me say that I am highly pleased to be associated with the Senator from Pennsylvania [Mr. CLARK] in this critically important field in our effort to deal with the Nation's civil rights crisis. I say that as a member of the Subcommittee on Employment and Manpower, which is headed by the Senator from Pennsylvania [Mr. CLARK].

Madam President, with respect to the proposed amendments just introduced by the Senator from Pennsylvania [Mr. CLARK] on behalf of the administration, I point out that the minority of the Joint Economic Committee, commenting on the President's Economic Report for 1963, has been critical of the administration's almost exclusive emphasis on its tax cut proposal as the answer to most of our country's economic ills and has proposed a series of remedies which, until a few days ago, the administration saw fit to ignore. Now that the civil rights problem is reaching a critical stage, the Kennedy administration suddenly awakened to the fact that the tax cut will do America's Negro citizens little good. The reduction of the tax burden on the low income brackets, to which, unfortunately, most Negro citizens belong, will leave them largely unaffected in the sense that it would not be effective in changing their economic status basically and permanently.

What the minority of the Joint Economic Committee recognized is that direct and specific programs are needed to remedy the lot of the unemployed and low wage earners of this country through such means as first, inclusion of an adult education training program under the Manpower Development and Training Act for those presently disqualified because of a lack of basic reading, writing, and mathematical skills; second, training under MDTA programs of large numbers of young men and women, particularly high school dropouts with no skills or previous work experience, in order to prepare them for lives of useful and productive employment; third, calling for changes in our unemployment compensation laws to permit an individual to receive unemployment compensation up to the normal amounts and limits while undergoing training or retraining; and fourth, substantial broadening of the Federal vocational and technical education programs.

It is gratifying to see that the administration is now introducing legislation, as part of its civil rights package, to implement three of the four recommendations of the minority of the Joint Economic Committee: a program for functional illiterates, broadening the training program for youth, and asking for increased vocational education expenditures. I feel however, that there are other steps that must be taken before we can say in clear conscience that a beginning has been at last made to help

our unemployed citizens, Negro and white.

One of the most critical problems affecting training under the MDTA is the frequency of dropouts from such programs due to the inadequacy of training allowances. Under present law an eligible person may receive an amount equivalent to the average unemployment insurance payment prevailing in his State, unless his own record in covered employment warrants a higher payment, in which case he is entitled to receive the higher amount. Inasmuch as only 24 States presently permit receipt of unemployment benefits while taking approved vocational training under MDTA, the actual training allowance payments in most States are equivalent to the average unemployment compensation prevailing in those States. I believe that this limitation, imposed by most States, is shortsighted in that it fails to recognize the longrun benefit to those States in encouraging retraining despite the higher payments to those who do take advantage of retraining while unemployed than to the unemployed who do not. By retraining the unemployed for marketable skills, the States would reduce their unemployment compensation costs in the long run. Expenditures for the training of the unemployed should be viewed as an investment in manpower.

Since a change in Federal unemployment compensation standards would be difficult and time consuming—States legislatures would have to approve changes in State programs and many legislatures meet only once every year or 2 years—I propose that the Congress directly act by enacting changes in the present MDTA training allowance formula and by increasing the funds to be spent for this purpose. It is obvious that it is in the national interest that our labor force, particularly those unemployed, be upgraded through federally financed training programs. This is why the MDTA was enacted in 1962. It is therefore illogical not to provide the necessary financial incentives to encourage unemployed heads of households to sign up for a suitable training program, which may last as long as a year.

Under the present MDTA formula, individuals are receiving weekly training allowances at low as \$22.72 in Arkansas, \$25.30 in Alabama, \$24.99 in South Carolina, \$23.05 in Maine, \$23.50 in Mississippi, \$32.32 in Pennsylvania, and \$37.69 in New York. Any earnings from work done outside training time are deducted from allowances under existing laws. In six States this means less than \$100 per month; in practically all States it means less than \$150 a month. According to testimony given by Deputy Manpower Administrator Seymour Wolfbein before the Subcommittee on Employment and Manpower on June 6, 1963, there are already a significant number of cases where trainees dropped out because they could not support their families on the existing allowances; trainees trying to retain some kind of job while training find the conflict in hours impossible and drop out in favor of jobs they are holding.

I propose that the training allowances under the MDTA be increased by using new standards or a combination of standards—such as making training equal to a certain percentage of the average weekly manufacturing wage in the Nation or the State—in order to provide MDTA trainees with adequate temporary support. I believe also that the increased costs of the new programs proposed today under MDTA should be reflected by an increase in the authorization for the program in this bill.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Manpower Development and Training Act of 1962 is amended by adding at the end of section 202 the following new subsection:

"(h) Whenever appropriate, the Secretary of Labor may also refer for the development of functional literacy and basic work skills those eligible persons who will thereby be able to pursue courses of occupational training, and such referrals shall be considered a referral for training within the meaning of this Act, except that the provisions of subsection (d) of this section shall not apply to the selection of persons under this subsection, and such persons shall be eligible for an additional 52 weeks of training allowances."

SEC. 2. Subsection (c) of section 203 of such Act is amended by striking out the word "nineteen" and inserting the word "sixteen" in lieu thereof, by striking out "5 percent" and inserting in lieu thereof "15 percent", and by striking out the period at the end thereof, inserting a comma in lieu thereof, and adding the following: "Provided, That no allowances shall be paid to any such youth who drops out of school, for a period of three months after the date of dropout."

SEC. 3. Section 231 of such Act is amended by striking out the period at the end of the first sentence, inserting a comma in lieu thereof, and adding the following: "except that with respect to referrals under subsection (h) of section 202 the Secretary of Health, Education, and Welfare may make arrangements for the provision of the training to be provided under such subsection (h) through other appropriate education agencies".

SEC. 4. Section 302 of such Act is amended by striking out the word "vocational" before the words "education and training".

SEC. 5. Subsection (b) of section 305 is amended by striking out the word "vocational".

FEDERAL AID TO SEGREGATION AND DISCRIMINATION

Mr. JAVITS. Madam President, I wish to address myself today for a little while to a massive problem in respect of the civil rights crisis which in my opinion seriously endangers the country. That is the problem of Federal aid to State programs which are themselves segregated or in which there is discrimination. This is a tragic aspect of the civil rights crisis. There are many things which represent injustice to our Negro citizens, which they consider intolerable and which they will tolerate no more. Of all of them—if we can assess them qualitatively—perhaps the most intolerable is the spending by the Federal Government, dedicated under the Constitution to equality of citizenship and required to enforce guarantees of U.S. citizenship within the States, of

hundreds of millions of dollars—not millions, not tens of millions, but hundreds of millions of dollars—collected from all citizens regardless of race in aid of programs carried on by States under conditions of racial segregation and discrimination. This practice is rife almost throughout the Federal establishment, and we are almost at the beginning of trying to come abreast of it.

I believe one can deeply understand why people are angry when their tax moneys are abused in this fashion, notwithstanding the declarations of Presidents Roosevelt, Truman, Eisenhower, and Kennedy, and when a good deal of such discrimination persists in other cases which are only now beginning to be dealt with.

I, together with the Senator from Michigan [Mr. HART], circularized the Federal Government departments in which anything like this has been going on, and we have gathered a considerable body of replies from the departments as to what the present situation is. The situation represents such a very interesting state of facts that I decided, when the Senate was not doing any business, to take the necessary time to spread it upon the RECORD, and to analyze it for the Senate and for the people of the country.

I shall state my objective first, because that is the loyal thing to do. My objective is to demonstrate that we need not wait for legislation, not even for the President's request for discretionary authority to cut off aid to State programs in which discrimination or segregation is being practiced. If we take the administration at its own word, based upon the administration's own statement of its powers, there are areas in which the administration can move now without waiting for Congress to act.

This is critically important, because all of us in good conscience are searching for what can be done now.

We all know that we are in for a hot session, a long session, a hard fight, and that it will take time. Summertime is upon us. Many people, including myself, are deeply concerned by what is encompassed within the word "demonstrations," when it is used in respect to this grave national crisis.

To meet, to speak, to parade, and to agitate for one's point of view is one thing. However, when irritations or unreasonableness, or failure to enforce the law, which we recently saw in Birmingham and other places, or the use of police force create a condition which breeds violence, "demonstrations" can become something very serious for America.

We are all searching for ways in which honorable changes, urgently required for many decades, can be made without waiting for new law, as important as new law also is.

This is the point of view that I shall analyze, in order to show what can be done now. That is the constant cry of the Negro community. This demonstrates the lines of activity now opened up, which may be accelerated in terms of the timing of the relief which can be given. Therefore, I speak in those terms.

Madam President, the greatest irony in the current crisis over civil rights which is sweeping the Nation is the fact that, notwithstanding all the efforts of the Federal Government to obtain compliance with the Constitution by many southern State and municipal governments, the Federal Government itself continues in myriad silent ways to subsidize programs which tolerate racial segregation and discrimination. Every program administered by the Federal Government in southern States is, potentially at least, open to this question. In two such programs, the Congress itself has embedded the now discredited separate-but-equal doctrine into statutory law: both the Morrill Land Grant College Act and the Hill-Burton Hospital Construction act even today contain such language in clear violation of the 14th amendment. One of the failures of Congress in the civil rights field is the failure to undo these anachronisms.

In all the other programs, the Congress has failed specifically to prohibit such use of Federal funds, which are obtained from taxation upon all regardless of color or race; nonetheless, the Federal Government is not powerless to prevent such flagrant misuse of the public moneys. The President recognized this in his message to the Congress early this month on civil rights by calling special attention to such use of public funds and the efforts which the executive branch has made "to fulfill its responsibilities by banning discrimination in federally financed housing, in NDEA and NSF institutes, in federally affected employment, in the Army and Air Force Reserve, in the training of civilian defense workers and in all federally owned and leased facilities." But these are only a beginning, both because there are still vast areas not mentioned and because enforcement efforts must follow promulgation of dry rules. The President recognized this by not leaving the matter at that point. However, instead of detailing what further areas he believed the executive branch now has authority to deal with, he indicated that under many statutes the power of the Administrator to withhold funds if discrimination were not ended "is at best questionable." For this reason he called for the passage of a single comprehensive provision making it clear that the Federal Government is not required to furnish financial assistance to any program or activity in which racial discrimination occurs. One provision of the legislation since sent by the administration to the Congress calls for such discretionary authority to be given to the executive branch.

Mr. JAVITS. Madam President, I ask unanimous consent to have printed at this point in my remarks title 6 of the administration's omnibus civil rights bill, S. 1731, entitled "Nondiscrimination in Federally Assisted Programs."

There being no objection, title 6 was ordered to be printed in the RECORD, as follows:

TITLE VI—NONDISCRIMINATION IN FEDERALLY ASSISTED PROGRAMS

Sec. 601. Notwithstanding any provision to the contrary in any law of the United States providing or authorizing direct or in-

direct financial assistance for or in connection with any program or activity by way of grant, contract, loan, insurance, guaranty, or otherwise, no such law shall be interpreted as requiring that such financial assistance shall be furnished in circumstances under which individuals participating in or benefiting from the program or activity are discriminated against on the ground of race, color, religion, or national origin or are denied participation or benefits therein on the ground of race, color, religion, or national origin. All contracts made in connection with any such program or activity shall contain such conditions as the President may prescribe for the purpose of assuring that there shall be no discrimination in employment by any contractor or subcontractor on the ground of race, color, religion, or national origin.

Mr. JAVITS. Madam President, in my view, this request by the President is unnecessary as a matter of law since the Executive already has such power. In fact, I believe that the Executive already has a duty in this regard—a mandatory requirement under the powers of the President in article 2, section 3, which gives the President responsibility to see that the laws are enforced; and under the 5th amendment and the 14th amendment, which impose upon both the Federal Government and the States the responsibility for affording equal protection of the laws to all U.S. citizens. Under those three sections of the Constitution—article 2, section 3; the 5th amendment; and the 14th amendment—the President has such authority.

The President has long been urged to take action to cut off aid to State and municipal programs with respect to which discrimination and segregation have been practiced. In August 1961 the Leadership Conference on Civil Rights submitted to the President a carefully documented memorandum entitled "Federally Supported Discrimination," which detailed the facts about segregation and discrimination in federally-aided programs in military affairs, education, employment, housing, health services, and agriculture, and called for an Executive order ending Federal support of such practices. The memorandum also cited legal authority and precedents for such an order, which were more than ample, including Executive orders by Presidents Roosevelt, Truman, and Eisenhower barring discrimination in various fields.

The President has not issued such an order, although the memorandum specifically referred to the 1960 Democratic platform pledges of Executive action. I call attention to page 8 of that memorandum, which reads as follows:

The Democratic Party platform pledged Executive action to achieve "equal employment opportunities throughout the Federal Establishment and on all Government contracts;" "the termination of racial segregation throughout Federal services and institutions;" "an end to discrimination in Federal housing programs, including federally assisted housing."

Instead of honoring those pledges, almost 2 years after taking office the President issued a limited Executive order against discrimination in Federal housing and he is now broadening the Federal contract order to cover federally aided construction. As to the federally

July 30, 1963

hurried to the floor of the Senate for consideration, and that there seems to be afoot some plot to push it through without due deliberation." p. 12888

Sen. Williams (N. J.) inserted and commended the testimony of Under Secretary of Labor Henning opposing a 1-year extension of the Mexican farm labor program without amendments "which would bring the required job offers made to Mexicans and to domestic workers more closely together." pp. 12919-21

Sen. McCarthy inserted several letters he had received opposing extension of the Mexican farm labor program. pp. 12915-7

16. MANPOWER DEVELOPMENT. The Subcommittee on Employment and Manpower of the Labor and Public Welfare Committee approved for full committee consideration with amendments S. 1716 and S. 1831, to amend the Manpower Development and Training Act of 1962. p. D579
17. FOOD. Sen. Fulbright commended the accomplishments of the World Food Congress and the leadership of Secretary Freeman in guiding the Congress in its deliberations, and inserted the remarks of President Kennedy and Dr. Sen, Director General of FAO, at the Congress, and the Declaration of the World Food Congress. pp. 12921-6
Sen. Carlson commended the work of a private organization, the Great Plains Wheat, Inc., in distributing surplus food to school children in Latin America. pp. 12909-10
18. NOMINATIONS. Received the nomination of Lorin T. Bice to be a member of the Federal Farm Credit Board, Farm Credit Administration. p. 12970
19. RESEARCH. Sen. Curtis inserted the remarks of Sen. Hruska at the new University of Nebraska Field Laboratory dedicated to the solution of practical farm problems, discussing the importance of research to agriculture. pp. 12895-6
20. FOREIGN TRADE. Sen. Fong inserted an article commending our increased foreign trade with Japan. pp. 12908-9
21. NATIONAL SERVICE CORPS. Sen. Williams (N. J.) inserted items commending the proposed National Service Corps. pp. 12917-8
22. LEGISLATIVE PROGRAM. Sen. Mansfield expressed hope that the proposed National Service Corps bill can be considered later this week. p. 12941

ITEMS IN APPENDIX

23. FARMERS. Extension of remarks of Rep. Dague inserting speech by the chairman of the Pa. Farmer's Association urging a public relations campaign to acquaint the consumers with the work of the farmer. pp. A4823-4
24. OPINION POLL. Extension of remarks of Rep. Dulski inserting an opinion poll covering such items as the National Service Corps and competition with Russia on foreign aid. p. A4828
25. FARM LABOR. Extension of remarks of Rep. Talcott inserting a letter from a shipping container company favoring continuation of the Mexican farm labor program. p. A4831
Extension of remarks of Rep. Cohelan inserting an editorial stating that teenagers can replace the Mexican farm laborers. p. A4838
26. FOREIGN AID. Extension of remarks of Sen. Thurmond inserting a Readers Digest article "Let's Stop Spending U. S. Dollars to Aid Our Enemies." pp. A4844-6

BILLS INTRODUCED

27. MILK. S. 1961, by Sen. McCarthy, to amend the Agricultural Adjustment Act, as reenacted and amended by the Agricultural Marketing Agreement Act of 1937, as amended, and to encourage the reduction of excess marketings of milk; to Agriculture and Forestry Committee. Remarks of author, pp. 12890-2
28. ORGANIZATION. S. 1963, by Sen. Scott, H. R. 7835, by Rep. Riehlman, H. R. 7836, by Rep. Wallhauser, H. R. 7837, by Rep. MacGregor, H. R. 7838, by Rep. Mathias, H. R. 7839, by Rep. Morse, and H. R. 7840, by Rep. Ellsworth, to establish in the Executive Office of the President an Office of Community Development; to Government Operations Committee. Remarks of Sen Scott, p. 12892, Rep. Riehlman, pp. 12870-1 and Rep. Morse, pp. 12869-70
29. IRRIGATION. H. R. 7834, by Rep. Leggett, to amend the act of July 4, 1955, as amended, relating to the construction of irrigation distribution systems; to Interior and Insular Affairs Committee.
30. PUBLIC DEBT. H. R. 7824, by Rep. Mills, to continue, for the period ending November 30, 1963, the existing temporary increase in the public debt limit set forth in section 21 of the Second Liberty Bond Act; to Ways and Means Committee.
31. EASEMENTS. H. R. 7827, by Rep. Aspinall, to consolidate and simplify laws relating to easements and permits upon certain federally owned lands under the jurisdiction of the Secretary of the Interior and the Secretary of Agriculture; to Interior and Insular Affairs Committee.

BILL APPROVED BY THE PRESIDENT

32. TOBACCO. H. J. Res. 403, to extend the time by which a lease transferring a tobacco acreage allotment may be filed with the ASC County Committee. Provides that the lease must have been agreed upon prior to the normal planting time in the county, or June 15, whichever is earlier, and filed in writing in the county office within twenty days after the date this bill becomes law. Approved July 30, 1963 (Public Law 88-80).

PRINTED HEARINGS RECEIVED IN THIS OFFICE

33. EMPLOYMENT. Measuring employment and unemployment. Jt. Economic Committee.
34. PERSONNEL. U. S. personnel security practices, volume 1 and 2. S. Judiciary Committee.
35. FOREIGN AID. S. 1276, to amend the Foreign Assistance Act of 1961. S. Foreign Relations Committee.
36. FOOD. Review of the Army food irradiation program. Jt. Atomic Energy Committee.
37. LUMBER. Problems of the softwood lumber industry. S. Commerce Committee.
38. RETIREMENT. S. 176, relating to retirement at age 55 with 30 years' service. S. Post Office and Civil Service Committee.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued August 15, 1963
For actions of August 14, 1963
88th-1st, No. 126

CONTENTS

Area redevelopment....5,19
Budget.....9
Civil defense.....35
Civil rights.....18
Conservation fund.....41
Education.....15
Electrification...10,23,30
Employment.....18
Export-Import Bank.....17
Farm labor.....4,11,21
Farm program.....6
Federal aid.....15

Feed grain.....16
Food stamp.....12
Foreign aid.....14,22
Foreign trade.....26
Freight forwarders.....7
Future farmers.....20
Grains.....3
Health benefits.....40
Holiday.....31
Humane treatment.....27
Information.....29
Irrigation.....24

Labor standards.....38
Land and water.....41
Lands.....33
Legislative program.....11
Manpower.....2
Minerals.....34
National Service Corps..
.....1,36
Organization.....25,32,36
Patents.....28
Pay.....8
Personnel.....8,40,43
Pesticides.....39
Public works.....5
Reclamation.....16
Research.....27,32,39,42
Sugar.....13
Time standards.....7
Transportation.....7
Travel costs.....37
Wheat.....16
Workweek.....38

HIGHLIGHTS: House subcommittee voted to report food stamp bill. House Rules Committee cleared foreign aid authorization bill. Senate passed National Service Corps bill. Sens. Williams (Del.) and Humphrey debated charges of USDA manipulation of grain markets. Sen. Bartlett defended area redevelopment and accelerated public works programs.

SENATE

1. NATIONAL SERVICE CORPS. By a vote of 47 to 44, passed with amendments S. 1321, to provide for the establishment of a domestic National Service Corps to aid in community service programs (pp. 14079-81, 14085-7, 14089-113). By a vote of 49 to 39, tabled a motion to reconsider the vote by which the bill was passed (p. 14113). By a vote of 44 to 48, rejected a motion by Sen. Dirksen to recommit the bill to the Labor and Public Welfare Committee (pp. 14106-9).

Agreed to the following amendments:

By Sen. Proxmire, 51 to 34, to limit the program to two years. pp. 14089-95.

By Sen. Thurmond, to provide that the program shall not be implemented in any State until the Governor of the State so requests in writing to the President. pp. 14095-6

By Sen. Allott, to provide that not more than two percent of the funds authorized to be appropriated shall be used for compensation and expenses of

consultants for the program. p. 14105

Rejected, by a vote of 30 to 60, an amendment by Sen. Javits to provide that up to one-half of the funds authorized to be appropriated could be used by States to establish similar programs within the States. pp. 14097-100

By a vote of 49 to 41, tabled an amendment by Sen. Tower to provide that no corpsman shall be assigned to any project in which there is followed a policy of segregation. pp. 14100-103

2. MANPOWER DEVELOPMENT. The "Daily Digest" states the Labor and Public Welfare Committee approved S. 1716 and S. 1831, to amend the Manpower Development and Training Act of 1962. p. D633
3. GRAINS. Sen. Williams (Del.) renewed his charges that the July and August rise in the price of corn and certain other feed grains resulted in reduced sales of CCC stocks by this Department, criticized a reported statement from the Department taking exception to the figures he used in supporting his charge, and stated that he obtained his figures from the Department. Sen. Humphrey stated that he has requested a report from the Department on the matter and would submit the report to the Senate today, Aug. 15. pp. 14114-6
4. FARM LABOR. S. 1703, to extend the Mexican farm labor program for one year, was made the unfinished business of the Senate. p. 14113
5. AREA REDEVELOPMENT; PUBLIC WORKS. Sen. Bartlett defended the area redevelopment and accelerated public works programs against recent criticism by the president of the U. S. Chamber of Commerce, and reviewed activities of these programs in Alaska. pp. 14082-3
6. FARM PROGRAM. Sen. Proxmire inserted and commended a resolution of the Wisc. Legislature urging the Administration and the Congress "to cooperate in developing a realistic Federal farm program." p. 14074
7. TRANSPORTATION; TIME STANDARDS. At the request of Sen. Mansfield, unanimous consent was granted to return to the Commerce Committee S. 684, to place transactions involving unification on acquisitions of control of freight forwarders under the Interstate Commerce Act, and S. 1033, to establish a uniform system of time standards and measurements for the U. S. pp. 14057-8
8. PERSONNEL; PAY. Sen. Robertson expressed opposition to the reported recommendation of the Randall Committee to increase the salaries of Members of Congress. p. 14082
9. BUDGET. Sen. Douglas submitted for printing the report of the Joint Economic Committee, "The Federal Budget as an Economic Document" (S. Rept. 396). p. 14052
10. ELECTRIFICATION. Sen. Burdick was added as a cosponsor of S. 2028, to amend the Federal Power Act so as to expressly prohibit the jurisdiction of the Federal Power Commission over nonprofit cooperatives. p. 14058
11. LEGISLATIVE PROGRAM. Sen. Mansfield stated the Mexican farm labor extension bill will be considered Thurs., and if action is concluded on the bill, the Senate will adjourn over until Mon. p. 14109

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued August 26, 1963
For actions of August 23, 1963
88th-1st; No. 132

CONTENTS

Adjournment.....18,25	Dairy industry.....2	Legislative program..17,24
Agricultural	Education.....14,35	Lettuce.....22
appropriations.....5	Expenditures.....13	Loans.....8,31
Appropriations.....5,34	Farm labor.....23,28	Lumber tariff.....33
Area redevelopment.....27	Fertilizers.....21	Manpower.....4,39
Assistant Secretary.....1	Foreign aid.....11,19	Market news.....20
Beef imports.....12	Foreign trade.....21	Minerals.....29
Civil defense.....40	Forestry.....8,31	National flower.....30
Committee assignments...10	General services.....9	Nomination.....1
Crop insurance.....3	Lands.....29	Personnel.....37
		Procurement.....9
		Public Law 480.....7
		Reclamation.....15
		Science.....16
		Small business.....36
		Textiles.....21
		Transportation.....6,32
		Travel expenses.....37
		Water resources.....26
		Wildlife.....38

HIGHLIGHTS: Senate committees reported: Mehren nomination. Dairy bill. Bill to increase number of new counties in which crop insurance may be offered. Manpower Development and Training Act amendments. Sen. Miller inserted items favoring restrictions on beef and veal imports. House passed foreign aid authorization bill. Rep. Findley requested public hearing on new USDA market news service.

SENATE

1. NOMINATIONS. The Agriculture and Forestry Committee reported the nomination of George L. Mehren to be an Assistant Secretary of Agriculture. p. 14859
2. DAIRY INDUSTRY. The Agriculture and Forestry Committee reported without amendment S. 1915, the Proxmire dairy bill to encourage the reduction of excess marketing of milk (S. Rept. 449). Sen. Proxmire expressed confidence that the bill will reduce the cost of the farm program, and will increase dairy farm income. p. 14860
3. CROP INSURANCE. The Agriculture and Forestry Committee reported without amendment S. 277, to increase the number of new counties in which crop insurance may be offered each year from not to exceed 100 to not to exceed 150 (S. Rept. 450).. p. 14860

4. MANPOWER DEVELOPMENT. The Labor and Public Welfare Committee reported with amendments S. 1716, to amend the Manpower Development and Training Act of 1962 (S. Rept. 458). pp. 14860-1
5. APPROPRIATIONS. The "Daily Digest" states that the subcommittee of the Appropriations Committee "continued to consider H. R. 6754, fiscal 1964 appropriations for the Department of Agriculture, and related agencies, but did not conclude action thereon, and recessed subject to call." p. D664
6. TRANSPORTATION. The Commerce Committee reported with amendments S. J. Res. 102, to provide for the settlement of the labor dispute between certain railroads and their employees (S. Rept. 459). p. 14861
7. PUBLIC LAW 480. Received from the President the 18th semiannual report on activities carried on under Public Law 480, 83rd Congress, for the six-month period ending June 30, 1963 (H. Doc. 149). p. 14858
8. FORESTRY; LOANS. Received from Treasury a proposed bill "to liberalize the conditions of loans by national banks on forest tracts"; to Banking and Currency Committee. p. 14860
9. GENERAL SERVICES; PROCUREMENT. Received from GAO a report "on unnecessary depot handling and transportation costs of supply items, Federal Supply Service, General Services Administration." p. 14860
10. COMMITTEE ASSIGNMENTS. Agreed to a resolution relieving Sen. Proxmire from service on the Agriculture and Forestry Committee and assigning him to serve on the Appropriations Committee. p. 14865
Agreed to a resolution relieving Sen. Metcalf from service on the Interior and Insular Affairs Committee and assigning him to serve on the Labor and Public Welfare Committee. p. 14865
11. FOREIGN AID. Sens. Dirksen and Gruening submitted amendments intended to be proposed to the foreign aid authorization bill. pp. 14865-6
12. BEEF IMPORTS. Sen. Miller expressed concern over increased imports of beef and veal and inserted several items urging restrictions on such imports, including a letter to Secretary Freeman from the National Livestock Feeders Association criticizing a USDA release on the effects of beef imports on the domestic livestock industry. pp. 14869-74
13. FEDERAL EXPENDITURES. Sen. Miller urged a reduction in Federal expenditures and inserted two articles on the subject. pp. 14867-9
14. EDUCATION. Sen. Mundt urged enactment of legislation to continue Federal Assistance to schools in Federally impacted areas. p. 14875
15. RECLAMATION. Sen. Metcalf praised the Federal reclamation program and defended the program against criticism in a Life magazine article. pp. 14884-6
16. SCIENCE. Sens. Bartlett and Keating urged enactment of legislation to provide for the establishment of a Congressional Office of Science and Technology. pp. 14891-4
17. LEGISLATIVE PROGRAM. Sen. Metcalf stated that it is planned to take up the bill for settlement of the railroad dispute on Mon. p. 14859

AMENDING THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

AUGUST 23, 1963.—Ordered to be printed

Mr. RANDOLPH (for Mr. CLARK), from the Committee on Labor and Public Welfare, submitted the following

R E P O R T

together with

MINORITY VIEWS

[To accompany S. 1716]

The Committee on Labor and Public Welfare, to whom was referred the bill (S. 1716) to amend the Manpower Development and Training Act of 1962, having considered the same, report favorably thereon with amendments and recommend that the bill do pass.

PURPOSE AND EXPLANATION OF THE BILL

S. 1716 was proposed in a message to the Congress by the President on June 19, 1963. Its purpose is to postpone the effective date of the State matching requirements under the Manpower Development and Training Act of 1962 from June 30, 1964, to June 30, 1965, in order to provide the State legislatures with sufficient time to appropriate matching funds. This means that the Federal Government must assume full responsibility for financing for an additional year in order to maintain the training levels contemplated by the act at the time of its enactment. Accordingly, the bill also proposes to increase the third year authorization for training programs under the act from the present \$161 million to \$322 million.

NEED FOR THE BILL

A. Postponement of effective date of matching requirements

The Manpower Development and Training Act (hereinafter referred to as MDTA) provides for 100 percent Federal financing of

occupational training programs during the first 2 fiscal years following its effective date and for 50 percent State matching of funds during the third fiscal year, beginning July 1, 1964. Accordingly, the establishment or the continuance of any training program in any State after June 30, 1964, will depend on whether the State assumes 50 percent of the training costs.

Twenty-nine of the State legislatures meet biennially in the odd-numbered years. For that reason it was necessary for them to authorize matching funds during their recent 1963 sessions if they were to meet the June 30, 1964, deadline.

Only four ¹ of these States enacted the necessary authorization. The 25 ² legislatures which took no action will not reconvene until January 1965, well after the matching requirements go into effect. The failure of these States to act will necessarily require a rapid deceleration of their existing and projected training programs during fiscal 1964. Indeed, their programs will terminate at the end of the 1964 fiscal year unless Congress is willing, through S. 1716, to extend full Federal financing for an additional year. Eleven of the States in this group (Idaho, Indiana, Maine, Minnesota, Nebraska, New Mexico, Oregon, Utah, Vermont, Wisconsin, and Wyoming) have for this reason addressed letters and telegrams to the committee urging favorable action on the bill.

In its hearings on this bill, the committee was satisfied that the deadline set by the statute has failed to provide the State legislatures with sufficient time to assess the value and worth of the MDTA program. MDTA presented an entirely new approach to the critical problem of retraining the unemployed. The budgets for the States were developed in late 1962 at a time when the MDTA program was still in its early stages and was largely untried and not well understood. In 10 of the 29 States with biennial legislative sessions in 1963, no MDTA training of any kind was underway in the late fall when State legislative programs were being formulated. In the remaining 19 States only 63 MDTA projects involving less than 2,400 trainees had begun by late autumn.

The program began to gather momentum during the early months of 1963, but even now, within any one State, the total impact of the program is just beginning to be realized. It appears in retrospect that unless the State legislatures are afforded sufficient time to see the results which can be gained through a retraining program of this kind, the likelihood that they will appropriate funds from severely strained State treasuries is slight.

In an exchange with one of the witnesses during the hearings on the bill, Senator Len B. Jordan, of Idaho, a member of the subcommittee, speaking as a former Governor and State legislator, gave strong emphasis to this point. He expressed the judgment that the States needed more time than was given to them by MDTA to determine whether there was sufficient warrant for legislative action, referring to such factors as the high turnover among the members of the State legislatures, the inexperience of both the old and the new members with the MDTA program, and the shortness of the sessions. He noted that "the mills grind very slowly at the State level" and that in

¹ Connecticut, Kansas, Montana, and Tennessee.

² Alabama, Arkansas, Florida, Idaho, Illinois, Indiana, Iowa, Maine, Minnesota, Missouri, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Dakota, Texas, Utah, Vermont, Wisconsin, and Wyoming.

view of the considerations which he had emphasized, it was "expecting a good deal for these States to have come out wholeheartedly in support of this program" in their 1963 sessions.

Most of the States are extremely hard pressed financially. It should be remembered that the debt of our State and local governments has increased by 600 percent since World War II, while Federal debt increased by only 10 percent. No evidence was offered at the hearings indicating that the caution of the State legislatures is based upon any lack of interest or diminution in the widespread support for the MDTA program exhibited at the time of its enactment in 1962. To the contrary, Secretary Wirtz testified that the Department of Labor had received "positive, affirmative reactions" from almost all States with respect to the urgent need for the continuance of the training courses.

B. Increase in third-year authorization

The original goal set by MDTA provided for the training of approximately 400,000 of the unemployed during the 3 years authorized for the program. MDTA goals contemplated the training of approximately 200,000 trainees during its third year. The authorized appropriation of \$161 million for this period required to reach this goal necessarily implied State matching in like amount since the condition of third-year training is that the State will assume 50 percent of training costs. If matching is to be postponed for 1 year as proposed by the bill, provision must be made for the assumption of the States share for the third year in order to maintain existing training goals. Thus the bill provides for a doubling of the Federal authorization for the fiscal year ending June 30, 1965, to \$322 million.

MDTA has achieved its goal of 60,000 trainees in training set for it during its first fiscal year of operation. As of today training is proceeding at the rate of 108,000 trainees per year. Training capacity has now been developed to a point which will make it possible to meet the 3-year goal to train 400,000 unemployed provided, of course, that the necessary appropriation levels are maintained and that S.1716 is enacted so that the life of the program may continue to the expiration of the original authorization.

CONCLUSION

The committee is satisfied that the MDTA program has maintained the pace necessary for it to realize the goals set for it by Congress when the program was enacted. It is noteworthy that 70 percent of the trainees completing training courses so far have been placed in jobs related to their training.

Extension of the requirement for State matching for 1 year as proposed by the pending bill should provide the Federal Government and each of the States with a full opportunity to give this important attack on the roots of unemployment a fair tryout so that the legislatures, both Federal and State, may determine whether the program should be continued.

The recommendation by the committee should not be construed by the States as in any way indicating that the committee does not expect them to assume their full share of the cost of the program once MDTA has demonstrated its effectiveness. A number of the members of the committee pointed out that within 9 months following the

effective date of the Federal-State matching program under the Kerr-Mills medical assistance for the aged program, eight States had programs in effect; three States had submitted plans to the Department of Health, Education, and Welfare for approval; and seven additional States had enacted legislation but had not as of that time submitted their plans. Two years later 28 States had Kerr-Mills programs in operation, and 8 additional States had enacted enabling legislation which would become operative either at a fixed future date or upon approval of the plan by HEW. Within the comparable 9-month period under MDTA, only four States had enacted matching authorizations. Although the committee recognizes that the factors underlying matching in the Kerr-Mills program are distinguishable from those bearing on MDTA, it expects that State matching authorization under MDTA will proceed at an increased pace during the next 18 months.

If this bill is enacted, the committee will continue to maintain a careful review of the effectiveness of this program and of the States participation in it during the extended year of Federal support. Both factors will have a bearing upon any recommendations which the committee may make with respect to future legislation.

The committee has concluded, however, that the 12-month record developed thus far is totally inadequate as a basis for judging the worth of this important program dealing with the urgent domestic problems of unemployment. Enactment of the bill will make it possible for the fair testing of MDTA over the full term of 3 years as specified in the statute itself.

SECTIONAL ANALYSIS

Section 1(a) of the bill, as reported by the committee, amends section 203(d) of the Manpower Development and Training Act of 1962 by striking the year "1964" and substituting in lieu thereof "1965" with the result that State matching will begin on June 30, 1965, rather than on the earlier date.

Section 1(b) of the bill amends section 231 of the act by striking the year "1964" and substituting in lieu thereof the year "1965" with the same result as above.

Section 2 amends section 304(b) of the act by striking the words "a like amount" referring to an authorized appropriation of \$161 million and substituting therefor the sum of "\$322 million" as the authorization for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

DEPARTMENTAL REPORT

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., August 5, 1963.

Hon. LISTER HILL,
Chairman, Committee on Labor and Public Welfare,
U.S. Senate, Senate Office Building,
Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for comments on S. 1831, a bill to amend the Manpower Development and Training Act of 1962, and similar bills, S. 1716, S. 1691, and S. 1725.

S. 1831 would amend the training provisions of the Manpower Development and Training Act in the following respects: (1) training for functional literacy and basic work skills would be authorized under the act, and persons receiving such training would be eligible for up to an additional 52 weeks of training; (2) the minimum age limit for training allowances for youths would be lowered from 19 to 16; (3) the proportion of total training allowances for youths under 22 years of age would be increased from 5 to 15 percent; and (4) to assure that youths are not encouraged to drop out of school to benefit from the above provisions, no allowances would be paid to youths until 3 months after dropping out of school.

S. 1716 provides for two amendments to the Manpower Development and Training Act. First, it eliminates the State matching provision in the act. Secondly, it increases the maximum authorization for title II in fiscal 1965 from \$161 to \$322 million to finance the elimination of matching.

S. 1691 provides for improved provisions for training allowances to youths similar to those embodied in S. 1831 except that: (1) the maximum proportion of total training allowances which could be spent on youths would be increased to 20 percent rather than 15 percent in 1965 and the maximum number of youths to receive such training in 1964 would be 45,000; (2) a 6 months' waiting period after leaving school would apply rather than 3 months; and (3) the authorization would be increased by \$45 million in fiscal 1964 to finance such provision. As in S. 1831, this bill would also lower the minimum eligible age for training allowances to 16.

S. 1725 would also amend provisions of the act respecting training allowances for youths. The minimum age limit would be lowered to 18 rather than to 16 as in S. 1831, and the maximum proportion of such allowances to be used for training of youths would be increased to 20 percent, as in S. 1691, rather than to 15 percent, as in S. 1831.

Neither S. 1691 nor S. 1725 provide for literacy training as embodied in S. 1831.

As indicated in the President's message on civil rights to the Congress on June 19, 1963, improvements and expansion of the training provisions of the Manpower Development and Training Act is fully supported by this administration. This position was reiterated in the Secretary of Labor's testimony on S. 1831 and S. 1716 before your committee on July 16, 1963, when he fully endorsed enactment of these two bills. The Bureau of the Budget concurs fully with the Secretary's testimony. S. 1831, however, as introduced, does not include the increased authorization which had been requested for these purposes. We recommend that the committee amend the bill to provide these funds.

While the general nature of the amendments proposed in S. 1691 and S. 1725 are also along the lines supported by this administration, the specific changes proposed in each differ materially from those in S. 1831 or S. 1716. The latter two bills more accurately reflect the President's proposals in this area as outlined in his message to the Congress on Civil Rights, and therefore this administration would favor their enactment.

I am authorized to inform you that enactment of S. 1831 and S. 1716 would be in accord with the program of the President.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

AN ACT Relating to manpower requirements, resources, development, and utilization, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

* * * * *

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY OF LABOR

* * * * *

TRAINING ALLOWANCES

SEC. 203. * * *

(d) After June 30, [1964], 1965, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 50 per centum of the amount of such payments.

* * * * *

PART B—DUTIES OF THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

GENERAL RESPONSIBILITY

SEC. 231. * * *

The State agency shall be paid 50 per centum of the cost to the State of carrying out the agreement, except that for the period ending June 30, [1964] 1965, the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed persons.

* * * * *

TITLE III—MISCELLANEOUS

* * * * *

APPROPRIATIONS AUTHORIZED

SEC. 304. * * *

(b) There are hereby authorized to be appropriated \$97,000,000 for the fiscal year ending June 30, 1963, \$161,000,000 for the fiscal year ending June 30, 1964, and [a like amount] \$322,000,000 for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

* * * * *

MINORITY REPORT ON S. 1716 OF SENATOR BARRY GOLDWATER AND SENATOR JOHN G. TOWER

We are opposed to the enactment of S. 1716.

The purpose of this bill, if enacted, would be to eliminate the provision contained in the Manpower Development and Training Act of 1962, requiring State matching for the fiscal year beginning July 1, 1964. Since the States would be relieved of their financial responsibilities under this program, the Federal Government would be required to finance 100 percent, the cost of the MDTA for fiscal 1965, at a cost of \$322 million.

Since the enactment of MDTA in March 1962, only three States, Connecticut, Montana, and Tennessee, have enacted enabling legislation and completed action appropriating funds in order to receive Federal matching grants under this program. The legislatures of the remaining 47 States have either taken only preliminary action or no action at all. Because of this overwhelming lack of response to the MDTA by the State legislatures, the administration now urgently requests the Congress to waive the requirement for State matching and allow the Federal Government to foot the entire bill.

The Manpower Development and Training Act was enacted in March 1962. Since that time every State legislature has met either in 1962 or 1963 and most legislatures again will meet during 1964. Thus there has been ample opportunity for every State legislature in the country, if they so desire, to authorize the necessary matching funds. To date, however, only three States (Connecticut, \$200,000; Montana, \$20,000; Tennessee, \$500,000) have authorized appropriated funds which represents approximately one-half of 1 percent of the total authorization of \$161 million contained in the act.

The net effect of the proposed legislation is to relieve the States of the burden of assuming their responsibility under this program and transferring it to the back of the already overburdened and deficit-ridden Federal Treasury. And this is sought to be accomplished in full knowledge of the fact that 47 State legislatures have refused to enact matching legislation.

Secretary of Labor, W. Willard Wirtz, in his testimony before the Senate Labor and Public Welfare Committee commented:

Lack of action by the States does not mean lack of interest. Instead, we have had urgent messages from many State employment service directors expressing their deep concern and earnest hope that these programs can be continued and accelerated.¹

It is significant that while Secretary Wirtz may have received many messages from State employment service directors urging continuing of MDTA he apparently did not receive a single communication from a State legislature pleading for the passage of this bill. Since it is

¹ Hearings before the Subcommittee on Employment and Manpower, Committee on Labor and Public Welfare, U.S. Senate, July 16 and 18, 1963.

the legislature of the State and not the State employment service director which has the authority to appropriate State moneys, we believe that it is advisable for the Senate to give heed to what 47 State legislatures have refused to do, for whatever reasons, and therefore we urge the Senate to reject this legislation.

The administration's pressing entreaties for the passage of this proposal in the light of large-scale State inactivity stands in sharp contrast to its footdragging and general apathy to the implementation of the medical assistance for the aged program, the so-called Kerr-Mills Act, which too requires State matching.

It is common knowledge that the present administration, in its attempts to couple a medical assistance program for the aged to the Social Security System, has thrown up every roadblock at its command to hobble and shackle the Kerr-Mills Act. So far these attempts to scuttle the act have been unsuccessful as the record will indicate.

As of July 25, 1963, 32 States and territories have programs in effect for receipt of funds under Kerr-Mills; 12 have plans submitted, drafted, or in some other stage of implementation; and only 10 States need legislation. Compared to the nationwide disinterest exhibited by the States to MDTA, the Kerr-Mills program can be viewed as a rousing success.

It is our belief that any program, such as MDTA, which has the unqualified and enthusiastic endorsement of the administration, should stand or fall on its own merits without extraordinary inducements being offered in its behalf in order to keep it functioning.

BARRY GOLDWATER.
JOHN G. TOWER.

Appended below is the progress report on the medical assistance to the aged program (Kerr-Mills) as of July 25, 1963.

REPORT AS OF JULY 25, 1963—ACTIVITIES OF THE 54 JURISDICTIONS
TO PUT INTO EFFECT THE PROGRAM OF MEDICAL ASSISTANCE FOR
THE AGED

A. Programs in effect, 32 States:

Alabama	Louisiana	Pennsylvania
Arkansas	Maine	Puerto Rico
California	Maryland	South Carolina
Connecticut	Massachusetts	Tennessee
District of Columbia	Michigan	Utah
Florida ¹	New Hampshire	Vermont
Guam	New Jersey ¹	Virgin Islands
Hawaii	New York	Washington
Idaho	North Dakota	West Virginia
Illinois	Oklahoma	Wyoming ¹
Kentucky	Oregon	

B. Plan submitted; not in effect, 1 State:
South Dakota.²

C. Plan being drafted, 1 State:
Iowa (appropriation available after July 4, 1963).

¹ Plan submitted, not yet approved; program in operation as of July 1, 1963.

² To become effective upon approval of State's plan.

D. Legislation enacted; plan not yet submitted, 5 States:

Kansas (effective January 1, 1964)	North Carolina (effective July 1, 1963)
Minnesota (effective July 1, 1964)	
Nebraska	Virginia (1962 session; effective January 1, 1964)

E. Legislation in process to give basis for program or to provide appropriation, 2 States:

Passed both houses: Missouri.³
 Legislation pending: Wisconsin.

F. Need legislation, 10 States:

Alaska	Indiana ⁵	Rhode Island ⁴
Arizona ⁴	Mississippi	Texas ⁶
Colorado ⁴	Montana ⁴	
Delaware	Ohio ⁴	

G. Have authority for MAA; implementation indefinite, 3 States:

Georgia: Enacted 1961; no funds available.
 New Mexico: Has legal authority; 1963 appropriation request denied.
 Nevada: Enacted 1963; tax funds for program not voted.

³ Awaiting action by Governor.
⁴ Considered by 1963 legislature; not enacted.
⁵ Vetoed by Governor. Was not reconsidered in subsequent special session.
⁶ Passed resolution for constitutional amendment, which, if ratified by popular vote, may be followed by enabling legislation.

88TH CONGRESS
1ST SESSION

S. 1716

[Report No. 458]

IN THE SENATE OF THE UNITED STATES

JUNE 13, 1963

Mr. RANDOLPH (for himself, Mr. CLARK, Mr. McNAMARA, Mr. PELL, Mr. KENNEDY, Mr. McINTYRE, and Mr. RIBICOFF) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

AUGUST 23, 1963

Reported by Mr. RANDOLPH (for Mr. CLARK), with amendments

[Omit the part struck through and insert the part printed in italic]

A BILL

To amend the Manpower Development and Training Act of 1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That ~~(a)~~ subsection ~~(d)~~ of section 203 of the Manpower
4 Development and Training Act of 1962, as amended, is
5 hereby repealed.

6 ~~(b)~~ Subsections ~~(e)~~, ~~(f)~~, ~~(g)~~, ~~(h)~~, ~~(i)~~, and ~~(j)~~ of
7 such section 203, and all references thereto, are hereby
8 redesignated as subsections ~~(d)~~, ~~(e)~~, ~~(f)~~, ~~(g)~~, ~~(h)~~, and
9 ~~(i)~~, respectively.

10 SEC. 2. The third sentence of section 231 of such Act is

1 amended by striking out the words "for the period ending
2 June 30, 1964".

3 That (a) section 203(d) of the Manpower Development
4 and Training Act of 1962, as amended, is amended by
5 striking out "1964" and inserting in lieu thereof "1965".

6 (b) The third sentence of section 231 of such Act is
7 amended by striking out "1964" and inserting in lieu
8 thereof "1965".

9 SEC. 3 2. Subsection (b) of section 304 of such Act is
10 amended by striking out the words "a like amount" and
11 inserting in lieu thereof "~~322,000,000~~" "\$322,000,000".

Calendar No. 434

88TH CONGRESS
1ST SESSION

S. 1716

[Report No. 458]

A BILL

To amend the Manpower Development and
Training Act of 1962.

By Mr. RANDOLPH, Mr. CLARK, Mr. McNAMARA,
Mr. PELL, Mr. KENNEDY, Mr. MCINTYRE, and
Mr. RIBICOFF

JUNE 13, 1963

Read twice and referred to the Committee on Labor
and Public Welfare

AUGUST 23, 1963

Reported with amendments

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued August 29, 1963
For actions of August 28, 1963
88th-1st; No. 135

CONTENTS

Adjournment.....11,19	Electrification.....23	Lands.....2
Appropriations.....30	Exports.....15	Legislative program..10,18
Area redevelopment.....26	Farm labor.....22	Manpower.....4,10
Civil defense.....16	Foreign aid.....5,21	Marketing News.....24
Crop insurance.....1	Foreign trade.....8,13,15	National parks.....2
Dairy.....10	Highways.....14	Opinion poll.....20
Domestic Peace Corps....20	Information.....24	Personnel.....6,29
Education.....20	Item veto.....30	Political activity.....29
		Prices.....9
		Public debt.....32
		Public works.....7
		Reclamation.....3
		Recreation.....28
		Research.....12
		Retirement.....6
		Stockpiling.....17
		Surplus commodities....31
		Transportation... 26A,27
		Youth employment.....20,25

HIGHLIGHTS: Senate passed bill to increase number of new counties in which crop insurance may be offered. Sen. Miller criticized Common Market tariff increases on U. S. agricultural products. Sen. Humphrey defended President's record on support of foreign aid program. House Rules Committee reported measure for investigation of Federal research programs.

SENATE

1. CROP INSURANCE. Passed without amendment S. 277, to increase the number of new counties in which crop insurance may be offered each year from not to exceed 100 to not to exceed 150. pp. 15244-5

2. LANDS. Passed as reported H. R. 6118, to amend the act providing for the admission of Alaska into the Union with respect to the selection of public lands for development and expansion of communities so as to permit selection of tracts of not less than 160 acres (rather than blocks of not less than 5,760 acres). p. 15251

Passed without amendment S. 1175, to authorize a revision of the boundaries of the Carlsbad Caverns National Park, N. Mex. pp. 15251-2

Agreed to without amendment H. Con. Res. 61, expressing the sense of Congress in respect to marking the Lewis and Clark Trail from St. Louis, Mo., to the Pacific Northwest by this Department, Interior, and Army. pp. 15250-1

3. RECLAMATION. Passed as reported S. 46, to provide that the cost of investigations by the Bureau of Reclamation shall be nonreimbursable. pp. 15248-9
4. MANPOWER TRAINING. S. 1716, to postpone the effective date of the State matching requirements under the Manpower Development and Training Act of 1962 from June 30, 1964, to June 30, 1965, and to increase the authorization for training programs under the act from the present \$161 million to \$322 million, was made the unfinished business of the Senate. p. 15259
5. FOREIGN AID Sen. Humphrey defended the President's record of support for foreign aid while a member of Congress against recent criticism by Sen. Goldwater and reviewed the President's record on this matter. pp. 15260-2
Sen. Proxmire urged that foreign aid to Yugoslavia be discontinued and inserted an article to support his position, "Behind the Communist Colloquy." pp. 15235-6
6. PERSONNEL; RETIREMENT. Received from the Civil Service Commission a proposed bill "to clarify the intent of Congress with respect to certain annuity increase legislation"; to Post Office and Civil Service Commission. p. 15232
7. PUBLIC WORKS. Sen. Gruening expressed concern over the number of unemployed and urged enactment of legislation to increase the appropriations for the accelerated public works programs as a means of providing more jobs for the unemployed. pp. 15236-7
8. FOREIGN TRADE. Sen. Miller criticized tariff increases by the European Common Market on imports of U. S. poultry and other farm commodities and expressed concern that further tariff increases may seriously affect our domestic farm economy. pp. 15263-4
9. PRICES. Sen. Miller expressed concern over the effects of the recent increase in the consumer price index on the purchasing power of the dollar. p. 15263
10. LEGISLATIVE PROGRAM. Sen. Mansfield stated that the Manpower Development and Training Act amendments bill will be considered next Tues., and this will probably be followed by consideration of the dairy bill. pp. 15245, 15254
11. ADJOURNED until Fri., Aug. 30. p. 15270

HOUSE

12. RESEARCH. The Rules Committee reported H. Res. 504, to create a select House committee to investigate research programs conducted by or sponsored by the departments and agencies of the Federal Government (H. Rept. 718). pp. 15297-8
Rep. Daddario inserted a statement of the role and objectives of the Science and Astronautics Committee's Subcommittee on Science, Research, and Development. pp. 15312-3
13. FOREIGN TRADE. Rep. Lipscomb inserted his letter to the President urging withdrawal of the licenses for shipping potash mining machinery to U.S.S.R. pp. 15308-9
14. HIGHWAYS. Rep. Montoya urged the Commerce Department "to permit a greater degree of access to and exit from any part of the Interstate Highway System" through an area having a population of 25,000 or less. pp. 15311-2
15. EXPORTS. Received a letter from Commerce transmitting a quarterly report on export control. p. 15324

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued Sept. 4, 1963
For actions of Sept. 3, 1963
68th-1st: No. 137



CONTENTS

Adjournment.....17	Conservation.....10	Federal-State relations..8
Balance of payments.....11	Dairy.....7,13	Feed.....2
Banking.....15	Farm labor.....16	Foreign aid.....14
CCC Board.....1	Farm program.....9	Grants-in-aid.....4
		Legislative program.....13
		Manpower.....5,13
		National Service Corps...6
		Nomination.....1
		Nuclear Test Ban.....3
		Personnel.....19
		Peace Corps.....12
		Poultry.....2
		Prices.....18
		Retirement.....19
		Youth employment.....10

HIGHLIGHTS: Senate received nomination of Mehren to be CCC Board Director. Sen. Smith criticized cost of feed for poultry. Sen. Dirksen inserted summary of Federal grants-in-aid to States. Rep. Foreman criticized foreign aid program.

SENATE

1. NOMINATION. Received the nomination of George L. Mehren to be a member of the Board of Directors of the Commodity Credit Corporation. p. 15425
2. POULTRY; FEED. Sen. Smith contended that Government supports for feed grains have resulted in high feed costs for poultry producers and were a principal cause of economic problems in the poultry industry, and inserted a letter from a poultry producer critical of poultry feed prices. pp. 15356-7
3. NUCLEAR TEST BAN. The "Daily Digest" states that the Foreign Relations Committee reported for ratification without reservations the Nuclear Test Ban Treaty. p. D683
4. GRANTS-IN-AID. Sen. Dirksen inserted a compilation of Federal grants-in-aid to State and local governments, including those for food distribution, agricultural conservation, agricultural extension and research, vocational education, marketing, sugar program and area redevelopment. pp. 15416-21

5. MANPOWER DEVELOPMENT. Continued consideration of S. 1716, to amend the Manpower Development and Training Act of 1962. p. 15378
6. NATIONAL SERVICE CORPS. Sen. Bartlett commended Sen. Williams (N. J.) for his efforts in obtaining Senate passage of S. 1321, to provide for the establishment of a National Service Corps. p. 15357
7. DAIRY INDUSTRY. As reported, S. 1915, the dairy bill (see Digest 132), includes provisions as follows: Provides for allocating to each producer under a Federal milk marketing order a share of the higher valued uses of milk plus necessary reserves, if producers approve issuance of such allotments in a referendum. Each producer's share of higher valued uses plus necessary reserves would be determined on the basis of his total deliveries of milk during 1962, or some other base period. Producers would receive the lowest class price for milk delivered in excess of their allotments. Allotments would be provided to dairy farmers who become new producers under a marketing order. Authorizes inclusion in the milk marketing orders provisions requiring producers and purchasers to keep records and make reports.
8. FEDERAL-STATE RELATIONS. Sen. Tower inserted an article by Princeton Professor Harley L. Lutz on Federal-State relationships in which he analyzes the "major influences that have promoted the excessive growth of Federal power." pp. 15357-9
9. FARM PROGRAM. Sen. Tower inserted a U. S. News and World Report article reviewing Sen. Goldwater's position on various issues, including agriculture, foreign aid, foreign policy, and Government spending. pp. 15359-60
10. CONSERVATION; YOUTH EMPLOYMENT. Sen. Bayh commended the establishment of the Indiana Youth Conservation Camp at Harrison State Forest and expressed hope that this pilot project would be a model for the proposed Federal youth employment opportunities program. p. 15378
11. BALANCE OF PAYMENTS. Sens. Javits, Humphrey, and others expressed concern over the international balance of payments problem and Sen. Javits urged the calling of an international monetary conference for the purpose of reforming the international monetary system. pp. 15381-404, 15409-16
12. PEACE CORPS. Sen. Symington commended the accomplishments of the Peace Corps and the announcement that Peace Corps volunteers in Asia have been named to receive this year's Ramon Magsaysay Award for International Understanding. pp. 15404-6
13. LEGISLATIVE PROGRAM. Sen. Humphrey stated that the Senate will continue consideration of S. 1716, to amend the Manpower Development and Training Act, after which it is planned to consider S. 1915, the dairy bill. pp. 15424-5

HOUSE

14. FOREIGN AID. Rep. Foreman urged more Federal control over the foreign aid program. pp. 15348-9
15. BANKING. Rep. Findley urged that Public Law 480 funds be used for tourist-dollar exchange as a means of preventing the gold outflow from the U. S. pp. 15347-8
16. FARM LABOR. Rep. Gonzalez inserted and discussed an article criticizing the Mexican farm labor program and Rep. Teague (Calif.) opposed this viewpoint. pp. 15350-2

AUTHORIZATION TO RECEIVE MESSAGES FROM THE HOUSE OF REPRESENTATIVES AND TO SIGN ENROLLED BILLS DURING ADJOURNMENT OF THE SENATE

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Secretary of the Senate be authorized to receive messages from the House of Representatives during the adjournment of the Senate, and that the Vice President or the President pro tempore be authorized to sign duly enrolled bills.

The PRESIDING OFFICER. Without objection, it is so ordered.

AUTHORIZATION FOR COMMITTEES TO FILE REPORTS DURING ADJOURNMENT

Mr. MANSFIELD. Mr. President, I ask unanimous consent that committees be authorized to file reports during the adjournment of the Senate.

The PRESIDING OFFICER. Without objection, it is so ordered.

AMENDMENT OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 434, Senate bill S. 1716, and that it be laid down and made the pending business.

The PRESIDING OFFICER. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 1716) to amend the Manpower Development and Training Act of 1962.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Montana.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Committee on Labor and Public Welfare with amendments on page 1, after the enacting clause, to strike out:

That (a) subsection (d) of section 203 of the Manpower Development and Training Act of 1962, as amended, is hereby repealed.

(b) Subsections (e), (f), (g), (h), (i), and (j) of such section 203, and all references thereto, are hereby redesignated as subsections (d), (e), (f), (g), (h), and (i), respectively.

Sec. 2. The third sentence of section 231 of such Act is amended by striking out the words "for the period ending June 30, 1964".

And, in lieu thereof, to insert:

That (a) section 203(d) of the Manpower Development and Training Act of 1962, as amended, is amended by striking out "1964" and inserting in lieu thereof "1965".

(b) The third sentence of section 231 of such Act is amended by striking out "1964" and inserting in lieu thereof "1965".

On page 2, at the beginning of line 9, to change the section number from "3" to "2", and in line 11, after the word "thereof," to strike out "\$322,000,000" and insert "\$322,000,000"; so as to make the bill read:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 203(d) of the Manpower Development and Training Act of 1962, as amended,

is amended by striking out "1964" and inserting in lieu thereof "1965".

(b) The third sentence of section 231 of such Act is amended by striking out "1964" and inserting in lieu thereof "1965".

Sec. 2. Subsection (b) of section 304 of such Act is amended by striking out the words "a like amount" and inserting in lieu thereof "\$322,000,000".

Mr. MANSFIELD. Mr. President, no action will be taken on the bill today. It will be the pending business on Tuesday. I am sure the distinguished minority leader, the Senator from Illinois [Mr. DIRKSEN] joins me in expressing the hope that we will have as full an attendance as possible on Tuesday next.

RECESS SUBJECT TO CALL OF THE CHAIR

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Senate stand in recess subject to the call of the Chair.

The PRESIDING OFFICER. Without objection, it is so ordered.

(At 1 o'clock and 14 minutes p.m., the Senate took a recess subject to the call of the Chair.)

At 4 o'clock and 59 minutes p.m. the Senate reassembled, when called to order by the Presiding Officer (Mr. INOUYE in the chair).

MESSAGE FROM THE HOUSE

A message from the House of Representatives, by Mr. Bayllett, one of its reading clerks, announced that the House had passed, without amendment, the joint resolution (S.J. Res. 102) to provide for the settlement of the labor dispute between certain carriers by railroad and certain of their employees.

APPOINTMENT OF SENATOR METCALF AS ACTING PRESIDENT PRO TEMPORE

On request of Mr. MANSFIELD, and by unanimous consent, Mr. METCALF was appointed to act as President pro tempore of the Senate on Friday next.

FURTHER RECESS SUBJECT TO CALL OF THE CHAIR

Mr. MANSFIELD. Mr. President, if there is no further business for the Senate for the time being, I move that the Senate stand in recess, subject to the call of the Chair.

The motion was agreed to; and at 5 o'clock p.m. the Senate took a recess, subject to the call of the Chair.

At 5 o'clock and 7 minutes p.m., the Senate reassembled, when called to order by the Presiding Officer (Mr. INOUYE in the chair).

MESSAGE FROM THE HOUSE RECEIVED DURING RECESS—ENROLLED JOINT RESOLUTION SIGNED

Under the authority of the order of the Senate of today, the Secretary reported that he had received a message from the House of Representatives, announcing that the Speaker had affixed his signa-

ture to the enrolled joint resolution (S.J. Res. 102) to provide for the settlement of the labor dispute between certain carriers by railroad and certain of their employees, and it was signed by the Vice President.

AMENDMENT OF DISTRICT OF COLUMBIA PRACTICAL NURSES' LICENSING ACT

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the pending business be temporarily laid aside, and that the Senate proceed to the consideration of Calendar No. 421, Senate bill 933.

There being no objection, the Senate proceeded to consider the bill (S. 933) to amend the District of Columbia Practical Nurses' Licensing Act, and for other purposes, which had been reported from the Committee on the District of Columbia, with amendments, on page 2, at the beginning of line 5, to strike out "(2) by striking 'prior to the expiration of one year immediately following the effective date of this Act', and inserting in lieu thereof 'at any time during the period commencing July 29, 1961, and ending on the expiration of ninety days immediately following the date of enactment of the Act entitled 'An Act to amend the District of Columbia Practical Nurses' Licensing Act, and for other purposes'"; (3) by "and insert "(2) by"; in line 18, after the word "and", to strike out "(4)" and insert "(3)"; in line 19, after the word "new", to strike out "subsection" and insert "subsections"; after line 19, to strike out "(b) Any application made by an applicant for a license pursuant to this section which has not been approved prior" and, in lieu thereof, to insert "(b) In the case of any application made by an applicant for a license pursuant to this section which, because of noncompliance with clause (4) of subsection (a) of this section, was not approved prior"; in line 25, after the word "the", to strike out "date of enactment" and insert "effective date"; on page 3, line 9, after the word "may", to strike out "desire." and insert "desire."; after line 10, to insert:

(c) In the case of any person who failed to apply for a license under this section because the period during which she was actively engaged in caring for the sick did not meet the requirement that such experience shall have taken place within the District of Columbia may, within the ninety-day period immediately following the effective date of this subsection, apply for a license under this section: *Provided*, That such experience took place within the Washington metropolitan area.

And, after line 19, to insert a new section, as follows:

SEC. 3. This Act shall take effect fifteen days after its approval.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the committee amendments be considered and agreed to en bloc.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. MORSE. Mr. President, I have a brief statement to make on the committee amendments.

The Practical Nurses' Licensing Act presently provides that an applicant, otherwise qualified, who desires to obtain a practical nursing license without written examination, must have been actively engaged in caring for the sick in the District of Columbia for the year immediately preceding the effective date of the Nurses' Licensing Act—effective date, July 29, 1961.

S. 933, as amended, and as reported by the committee, would amend existing law so that a nursing applicant could obtain a practical nursing license, without written examination, if she has lived in, or has been actively engaged in caring for the sick in the Washington metropolitan area for the 1-year period preceding the effective date of the Nurses' Licensing Act.

I understand that the Senator from Arizona [Mr. HAYDEN] has amendments that he wishes to have added to the bill. I am authorized, on behalf of the committee, to notify the Senate, after the Senator from Arizona finishes explaining the amendments, that I will accept them on behalf of the committee; and I hope the Senate will accept them.

Mr. HAYDEN. Mr. President, I offer the amendments which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendments of the Senator from Arizona will be stated.

The LEGISLATIVE CLERK. On page 2, in line 14, it is proposed to strike out "for" and insert in lieu thereof "at any time during".

On page 2, line 15, strike out "for" and insert in lieu thereof "at any time during".

On page 2, line 23, strike out "because" and insert in lieu thereof "solely because".

On page 2, line 25, strike out "not approved" and insert in lieu thereof "disapproved".

On page 3, line 3, immediately after "reconsidered", insert "in accordance with such clause, as amended."

On page 3, beginning with line 11, strike out all through line 19 and insert in lieu thereof the following:

(c) Any person who failed to make application for a license under this section on or before July 30, 1962, may make application for such a license under this section as amended, at any time during the ninety-day period immediately following the effective date of this subsection.

Mr. HAYDEN. Mr. President, my amendments provide that a nursing applicant, otherwise qualified, could be licensed as a practical nurse without written examination, if the applicant has been actively engaged in caring for the sick in the District of Columbia at some time during the year immediately preceding the effective date of the Nurses' Licensing Act, or if at some time during the year immediately preceding the effective date of such act the applicant has resided in the District, and has been actively engaged in caring for the sick in the Washington metropolitan area.

I have taken a personal interest in this legislation because during the last 6 months of Mrs. Hayden's illness in 1961, she had the benefit of the services of a very competent nurse.

When the same nurse applied for a license to practice nursing in the District of Columbia, her competency or ability was not questioned. The sole and only reason given for denying a license was that she had not been engaged in nursing services in the District of Columbia during all of the period between July 29, 1960, and July 29, 1961.

The amendments I have offered will enable a very good nurse and others like her to render the services they are qualified to perform.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. HAYDEN. I yield.

Mr. MORSE. To keep the record perfectly clear, I wish to ask the Senator from Arizona one question. While I know the answer, the record should show it. There is no question that the amendment of the Senator from Arizona goes only to the question of time of service; it does not go to any question of competency. Any nurse coming within the terms of the Senator's amendment would still be required to meet the tests of competency in order to be allowed to nurse.

Mr. HAYDEN. The Senator is entirely correct.

The PRESIDING OFFICER. The question is on agreeing to the amendments offered by the Senator from Arizona [Mr. HAYDEN].

The amendments were agreed to.

The PRESIDING OFFICER. The bill is open to further amendment. If there is no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill (S. 933) was ordered to be engrossed for a third reading, read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 2 of the District of Columbia Practical Nurses' Licensing Act (74 Stat. 803; sec. 2-421, D.C. Code, 1961 edition) is amended by adding at the end thereof the following new subsection:

"(e) The term 'Washington metropolitan area' means that area comprising the District of Columbia, Montgomery and Prince Georges Counties, Maryland, the counties of Arlington and Fairfax, Virginia, and the cities of Alexandria, Falls Church, and Fairfax, Virginia."

SEC. 2. Section 10 of the District of Columbia Practical Nurses' Licensing Act (sec. 2-429, D.C. Code, 1961 edition) is amended (1) by inserting the subsection designation "(a)" immediately before the first word of such section; (2) by amending clause (4) to read as follows: "(4) has been actively engaged in caring for the sick in the District of Columbia at any time during the year immediately preceding the effective date of this Act, or at any time during the year immediately preceding the effective date of this Act has resided in the District of Columbia and been actively engaged in caring for the sick in the Washington metropolitan area"; and (3) by adding at the end thereof the following new subsections:

"(b) In the case of any application made by an applicant for a license pursuant to this section which solely because of noncompliance with clause (4) of subsection (a) of this section, was disapproved prior to the effective date of this subsection shall, at the written request of such applicant made within the ninety-day period immediately following such date, be reconsidered in accordance with such clause, as amended,

without additional charge to such applicant other than the repayment to the District of Columbia of any fee or portion thereof which may have been refunded to the applicant by reason of the denial of a license for which application was made, and such applicant may submit, without charge, such additional information in support of such application as she may desire.

(c) Any person who failed to make application for a license under this section on or before July 30, 1962, may make application for such a license under this section, as amended, at any time during the ninety-day period immediately following the effective date of this subsection."

SEC. 3. This Act shall take effect fifteen days after its approval.

FOREIGN AID—REPLY TO SENATOR GOLDWATER

Mr. HUMPHREY. Mr. President, on Monday of this week the distinguished junior Senator from Arizona [Mr. GOLDWATER] delivered an address on the floor of the Senate purporting to answer President Kennedy's criticism of the drastic cut in the foreign aid bill made by the House of Representatives. In his address the Senator from Arizona chose not to defend the cut or the action of 91 percent of the House Republicans voting for it. For example, he did not describe the situation which will prevail in Latin America, a situation which was discussed in a very moving and persuasive article printed in the Washington Evening Star on Tuesday, August 27, which I ask unanimous consent to have printed at the conclusion of my remarks.

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit No. 1.)

Mr. HUMPHREY. The Senator from Arizona did not describe the situation that will prevail in a number of countries on the Soviet border, nor technical assistance programs abroad, if the cut is sustained. He did not suggest why the Republican leadership and the Republican membership in the House chose 1963 as the year for action against a program that has been a pillar of American foreign policy since 1948—a policy which has had strong bipartisan support through two previous administrations. He would not guess what alternatives those Members have for a world riddled by poverty and torn between free and totalitarian methods of economic progress. Unfortunately, the Senator did none of those things. Instead, he decided to spotlight six votes cast by a former Representative and a former U.S. Senator from the State of Massachusetts—Senator Kennedy—during the course of his 14 years in Congress. I might add that those were 14 years in which foreign aid was a pattern of our legislative program.

The technique used by the Senator from Arizona was not to support the action, as such, of his fellow Republicans in the House, but rather to try to show how the President was himself an opponent of foreign aid during his years in Congress. Of course, that conclusion was not true. I intend to prove it.

Surely the Senator from Arizona would wish to have placed before the public the complete record of the President's action on foreign aid. In the interest of ac-

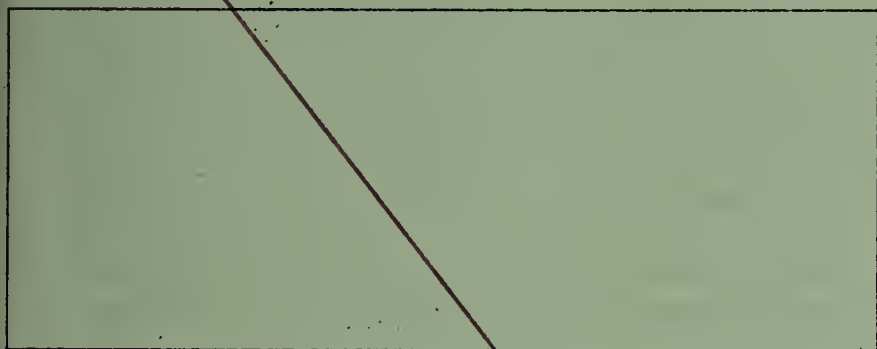
Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued Sept. 4, 1963
For actions of Sept. 3, 1963
88th-1st, No. 137



CONTENTS

Adjournment.....17	Conservation.....10	Federal-State relations..8
Balance of payments....11	Dairy.....7,13	Feed.....2
Banking.....15	Farm labor.....16	Foreign aid.....14
CCC Board.....1	Farm program.....9	Grants-in-aid.....4
		Legislative program....13
		Manpower.....5,13
		National Service Corps...6
		Nomination.....1
		Nuclear Test Ban.....3
		Personnel.....19
		Peace Corps.....12
		Poultry.....2
		Prices.....18
		Retirement.....19
		Youth employment.....10

HIGHLIGHTS: Senate received nomination of Mehren to be CCC Board Director. Sen. Smith criticized cost of feed for poultry. Sen. Dirksen inserted summary of Federal grants-in-aid to States. Rep. Foreman criticized foreign aid program.

SENATE

1. NOMINATION. Received the nomination of George L. Mehren to be a member of the Board of Directors of the Commodity Credit Corporation. p. 15425
2. POULTRY; FEED. Sen. Smith contended that Government supports for feed grains have resulted in high feed costs for poultry producers and were a principal cause of economic problems in the poultry industry, and inserted a letter from a poultry producer critical of poultry feed prices. pp. 15356-7
3. NUCLEAR TEST BAN. The "Daily Digest" states that the Foreign Relations Committee reported for ratification without reservations the Nuclear Test Ban Treaty. p. D683
4. GRANTS-IN-AID. Sen. Dirksen inserted a compilation of Federal grants-in-aid to State and local governments, including those for food distribution, agricultural conservation, agricultural extension and research, vocational education, marketing, sugar program and area redevelopment. pp. 15416-21

5. MANPOWER DEVELOPMENT. Continued consideration of S. 1716, to amend the Manpower Development and Training Act of 1962. p. 15378
 6. NATIONAL SERVICE CORPS. Sen. Bartlett commended Sen. Williams (N. J.) for his efforts in obtaining Senate passage of S. 1321, to provide for the establishment of a National Service Corps. p. 15357
 7. DAIRY INDUSTRY. As reported, S. 1915, the dairy bill (see Digest 132), includes provisions as follows: Provides for allocating to each producer under a Federal milk marketing order a share of the higher valued uses of milk plus necessary reserves, if producers approve issuance of such allotments in a referendum. Each producer's share of higher valued uses plus necessary reserves would be determined on the basis of his total deliveries of milk during 1962, or some other base period. Producers would receive the lowest class price for milk delivered in excess of their allotments. Allotments would be provided to dairy farmers who become new producers under a marketing order. Authorizes inclusion in the milk marketing orders provisions requiring producers and purchasers to keep records and make reports.
 8. FEDERAL-STATE RELATIONS. Sen. Tower inserted an article by Princeton Professor Harley L. Lutz on Federal-State relationships in which he analyzes the "major influences that have promoted the excessive growth of Federal power." pp. 15357-9
 9. FARM PROGRAM. Sen. Tower inserted a U. S. News and World Report article reviewing Sen. Goldwater's position on various issues, including agriculture, foreign aid, foreign policy, and Government spending.. pp. 15359-60
 10. CONSERVATION; YOUTH EMPLOYMENT. Sen. Bayh commended the establishment of the Indiana Youth Conservation Camp at Harrison State Forest and expressed hope that this pilot project would be a model for the proposed Federal youth employment opportunities program. p. 15378
 11. BALANCE OF PAYMENTS. Sens. Javits, Humphrey, and others expressed concern over the international balance of payments problem and Sen. Javits urged the calling of an international monetary conference for the purpose of reforming the international monetary system. pp. 15381-404, 15409-16
 12. PEACE CORPS. Sen. Symington commended the accomplishments of the Peace Corps and the announcement that Peace Corps volunteers in Asia have been named to receive this year's Ramon Magsaysay Award for International Understanding. pp. 15404-6
 13. LEGISLATIVE PROGRAM. Sen. Humphrey stated that the Senate will continue consideration of S. 1716, to amend the Manpower Development and Training Act, after which it is planned to consider S. 1915, the dairy bill. pp. 15424-5
- HOUSE
14. FOREIGN AID. Rep. Foreman urged more Federal control over the foreign aid program. pp. 15348-9
 15. BANKING. Rep. Findley urged that Public Law 480 funds be used for tourist-dollar exchange as a means of preventing the gold outflow from the U. S. pp. 15347-8
 16. FARM LABOR. Rep. Gonzalez inserted and discussed an article criticizing the Mexican farm labor program and Rep. Teague (Calif.) opposed this viewpoint. pp. 15350-2

For example, in the more detached and rational parts of our mind we recognize that historians are still giving us new light on the sources and direction of our Civil War. And that war ended almost 90 years ago. Yet today we listen to the most positive and pompous utterances pretending to give the exact truth about the Korean war—a war where the guns are not yet even quiet and where the facts are necessarily only partially available.

As another example, take the subject of how we should deal with the vast problems of China and the rest of Asia. It is a problem with the most unimaginable complications. And yet in the town from which I come, there are thousands of noisy people with dogmatic solutions in contrast to only a handful with the patience to study some of the relevant facts.

In a different area, I think most of us realize the enormous complexities arising from modern industrial life. We know that the improvement of institutions to help make it a better life is inevitably a drawn-out job of trial and error. Yet there is almost no indication of that in the outpourings of those who are most articulate. Manufacturers' associations pronounce that the adoption of this or that bit of legislation means inevitable progress down the road to socialism—and probably the road to Hell. Simultaneously, great labor organizations indulge in the fraudulent pretension that they can mathematically evaluate the soul of a legislator. They claim they can total up his votes on a few measures, and then grade him in a range that runs from 100 percent virtue to 100 percent evil.

Now that kind of certainty, I suppose, must offer a kind of personal enjoyment. It must become a rather efficient anesthetic, as it dulls the lively pains which doubt and uncertainty can kick up. But it is an anesthetic to which, happily, most of the human race are allergic. Although the attitude of dogmatic sureness seems to be growing, it still remains true that the majority of men cling to the old-fashioned concept that infallibility is a quality reserved for God.

(The British scientist-author, C. P. Snow, had become somewhat less than Mr. Graham's favorite pundit when he proposed that the scientist should be the key decisionmaker in today's world. Mr. Graham had thought, and continued to think, that the role belonged more properly to the "politician," in the highest sense of the word. Hence when Sir Charles propounded as a "certainty" that atomic war would ensue in 10 years if the nuclear arms race were not halted, Mr. Graham replied in one of the occasional articles he wrote directly for his newspaper. It appeared April 16, 1961.)

War, said Clemenceau, is too important for generals. Peace is too important for scientists, even for Sir Charles P. Snow, whose speech to American scientists was in this space last week.

Long ago Justice Holmes wrote that he hated a man who knows. But C. P. Snow suddenly knows. He knows out of something he calls engineering truth and statistical truth.

He knows that the spread of nuclear power to other countries will certainly cause war. He and his fellow scientists "know it in a more direct sense than any politician because it comes from direct experience."

Now, politicians have direct experience, too. Their laboratory covers the whole sweep of life—even including scientists. They know no engineering truth or statistical truth or even political truth.

C. P. Snow is certain that we confront an either/or. Either we negotiate nuclear disarmament or a holocaust destroys mankind. He is not the first scientist to be certain. Fifteen years ago we were warned of the certainty of nuclear war.

If mankind could really be certain, we acted very foolishly when we did not impose our will on the Russians during the years of our atomic monopoly. But the only certainty we have is that Churchill's "peace of mutual terror" has somehow continued.

Certainty is a dangerous belief. It is certain that each of us, at some uncertain moment, will face death. Mass death, by nuclear war, is not certain. It may be likely if the bombs proliferate and a few hundred men in governments are foolish. But it is not certain.

To avoid that likelihood, we have politicians carrying burdensome tasks. When we are wise, we support them in an atmosphere of law, of human respect, of intelligent democratic discussion.

All the politicians of the West know that we must have nuclear disarmament. Yet no one knows as a certainty that present disarmament negotiations will lead to actual disarmament.

The end, the final hope, is clear. There is no certainty about the means. Scientists and others do us a great harm by making an oversimplification of the heavy tasks of our politicians.

Great politicians, such as Lincoln, know that patience and wisdom are the watchwords of hope. At their best, politicians (then called statesmen) know only truth.

They know that truth is a great single thing which cannot be fractured into engineering or statistical truth. Also, they know that truth can be but dimly perceived and patiently pursued by humankind.

PAINFUL DOUBTS

(As the preceding passages illustrate, Mr. Graham was not one to withhold criticism, even if he acted from his own personal uncertainty principle. But of nothing did he finally become more critical than of his own business, the press. His dissatisfaction with the commonplace in the press developed slowly. It was most clearly expressed in February 1960 at a University of Minnesota seminar.)

What I am feeling, rather than thinking, is that the press is stale and disoriented. Not in techniques for we are encased in and fascinated by techniques. Our staleness and our disorientation are caused rather by our basic assumptions. They are shallow, out of date, and almost entirely unexamined because we all of us spend all of our time with techniques.

There is a clue to what concerns me about journalism in a recent British novel, "The Rack," by A. E. Ellis, which deals with the psychology of tuberculosis. In it there are hordes of doctors who with all the paraphernalia of modern medicine still cannot cure. And the most articulate of them speaking with that sense of omnipotence which the lack of power so often evokes, derides the efforts of philosophers. Ah, philosophers, he says in effect, when they are sick they come to doctors; and who has ever heard of a sick doctor going to a philosopher?

In this considerable novel, an ailing man places all his faith in the cures of doctors who cannot cure.

Perhaps we are doing the same in journalism, placing all our hopes in whatever doctoring is fashionable at the moment. We pursue Dr. Flesch who has a cure-all in short sentences, or Dr. Gallup who shows us that many people will choose escape over even mild thinking, or Dr. Neilsen and Dr. Politz who seem to have discovered that everyone has abandoned all work, play, and bodily functions in order to spend 26 hours a day perusing the various media.

Those of us in journalism have listened to thousands of hours of discussions of such techniques. We have probably not spent 1 hour asking: What are we doing? Where are we going? Our most passionate energies are expended tinkering with the superstruc-

ture, with none left over for contemplating the foundation.

(If Philip Graham rejected the concept of certainty, it was clear he took no pleasure in doing so. The question of "What are we doing? Where are we going?" haunted him, and unhappily. He reached constantly for the answers but, as the following extract from a speech on November 5, 1959, suggests, a fulfilled resolution of the problem escaped him. One sees that although the nominal audience was the American Electric Power Association, the speech and the painful doubts were to and of himself.)

Where I get in difficulty—at times almost unbearable difficulty—is when I try to examine the meaning of what I am engaged in.

When these difficulties get too great we in the newspaper business do what I suspect people in your business do. We retreat to the ritual of reciting old rules that we know are meaningless.

We say that we just print the objective news in our news columns and confine our opinions to the editorial page. Yet we know that while this has some merit as an oversimplified slogan of good intentions, it also has a strong smell of pure baloney.

If we keep wages too low in some few areas where unions still let us do it, or if we neglect decent working amenities as long as we can avoid the cost, we defend ourselves by muttering about our concern for stockholders. As though by announcing compassion for a relatively anonymous and absent group we can justify a lack of compassion for people we spend our working days with.

If we are brutally careless about printing something that maligns the character of some concrete individual, we are apt to wave the abstract flag of freedom of speech in order to avoid the embarrassment of a concrete apology.

If we are pressed even harder, we may salve our consciences by saying that after all there are libel laws. And as soon as we say that we redouble our efforts to make those laws as toothless as we possibly can.

And if we are pressed really quite hard, we can finally shrug our shoulders and say, "Well after all we have to live." Then we can only hope no one will ask the ultimate question: "Why?"

I certainly have been guilty of all those stupid actions—and a great many more stupid. And I suppose that more than a few of you have done as poorly.

What I prefer to recall are those rare occasions when I have had some better sense of the meaning of what I am engaged in. In those moments I have realized that our problems are relatively simple and that some simple, ancient, moral precepts are often reliable business tools. In those moments I have been able to keep in mind that it really doesn't matter whether I am kept in my job. In those moments I have been able to look straight at the frailty of my judgment. And finally I have been honest enough to recognize that a few—a very few—great issues about the meaning of life are the only issues which deserve to be considered truly complex.

We are agreed, I am sure, that the free exchange of ideas and the release of mankind from burdensome toll are important goals in the development of civilization. But we will be very foolish people if we decide that my newspaper methods and your methods of producing energy are the only—or even the best—methods of furthering these goals.

The realization of this does not mean we have to be any the less able or the less passionately interested in our jobs. Instead, by paying attention to the broader meaning of what we are engaged in, we may be able to join our passion to our intelligence. And such a juncture, even on the part of but one individual, can represent a significant step

forward on the long road toward civilization.

INDIANA YOUTH CONSERVATION CAMP

Mr. BAYH. Mr. President, today the State of Indiana began a pilot project which I hope will be a model for the youth employment opportunities bill currently before the Congress. I am speaking of the Indiana Youth Conservation Camp, at Harrison State Forest, near Corydon, where 100 young men between the ages of 17 and 22 will spend the next 2 months. They are out of school and out of work. The purpose of the camp is to get them back to school or back to work. All have been carefully selected by the Indiana Employment Security Division. None are juvenile offenders.

In addition to conservation work, they will receive a minimum of 8 hours a week of education in basic subjects, such as mathematics, English, and the social sciences. Furthermore, they will work in small groups, in an attempt to make up any deficiencies which dropping out of school may have left them with.

This educational effort is of prime importance, because time and time again we see that a basic education is the bare minimum needed in order to survive in our changing employment market. With this education, plus the knowledge of what it means to put in a hard day's work, these young people will be, I hope, motivated either to seek further employment or to return to school.

Whatever they do, the employment security division will try to help them find jobs at the end of the program.

Although the division will not guarantee jobs, I doubt that the young men will have trouble finding them, for after their training they will be more desirable as employees.

The camp was established by an executive order of Gov. Matthew E. Welsh, upon the recommendation of the Indiana Youth Council.

Besides the council and the employment security division, the following State agencies are also sponsoring the camp: the Indiana National Guard, the division of labor, the department of conservation, and the department of public construction.

The young men will receive \$25 a month, and \$100 at the end of the 2-month period, to help them get started on their next job—which we hope will be a permanent one.

This is the type of program that enactment of the youth employment opportunities bill will allow us to continue. I believe this program demonstrates the established need for enactment of the bill and establishment of a Youth Conservation Corps and a Hometown Youth Corps.

Mr. JAVITS. Mr. President, a parliamentary inquiry. Is the morning hour over?

The PRESIDING OFFICER. Is there further morning business? If not, morning business is closed.

AMENDMENT OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

The PRESIDING OFFICER. Without objection, the Chair lays before the Senate the unfinished business.

The Senate resumed consideration of the bill (S. 1716) to amend the Manpower Development and Training Act of 1962.

MARCH ON WASHINGTON

Mr. JAVITS. Mr. President, on Wednesday last the Nation and the world saw the heart of the American Negro revealed in an unforgettable demonstration of unity and democracy. In a dignified, extraordinarily disciplined, and intensely patriotic manner, 200,000 Americans—from all sections of the Nation and from all levels of life—came to the Capital of their country to appeal for redress of the very real grievances of the Negro.

This march on Washington for jobs and freedom could not help but touch the conscience of every American and, I hope the conscience of Congress. This living petition was directed to the Congress, which has lagged behind the other branches of the Federal Government in insuring and protecting the right of the Negro to full citizenship.

I was impressed, Mr. President, by the large number of non-Negroes in Wednesday's march, especially by the number of religious leaders. Their presence was symbolic of the fact that the struggle to redeem the soul of a nation, plagued by 100 years of racial discrimination, is everybody's struggle.

The march demonstrated that the first amendment right of peaceable assembly and petition for redress of grievances is a living part of our political history. This is what the Negro community is seeking to invoke in demonstrations across the country. This march proved that the first amendment rights can be exercised without danger of violence and disturbance.

But despite the polite and orderly behavior of the crowd, and the moderation of the speakers, it was plainly evident that this demonstration was a symbol of the civil rights revolution—a revolution which we in Congress cannot ignore as we get down to the business of discussing meaningful civil rights legislation this year. The Reverend Martin Luther King summed it up when he said at the rally in the Lincoln Memorial:

There will be neither rest nor tranquility in America until the Negro is granted his citizenship rights.

The words spoken by Dr. King, A. Philip Randolph, Roy Wilkins, Whitney Young, Walter Reuther, John Lewis, Rabbi Joachim Prinz, Dr. Eugene Carson Blake, Mathew Ahmann, and other leaders of the march, are important to the Nation and to Congress, and I ask unanimous consent to have printed in the Record excerpts from the invocation and their speeches, as published in the New York Times of Thursday, August 29, 1963; and also an editorial, published this

morning, comparing the bitter fruit of Governor Wallace's efforts to close the public school system of his State, in order to avoid desegregation, rather than allow children to return to school normally, as they should, under the traditionally American circumstances.

There being no objection, the excerpts, invocation, and editorials were ordered to be printed in the RECORD, as follows: [From the New York Times, Aug. 29, 1963]

MOST REV. PATRICK O'BOYLE, ARCHBISHOP OF WASHINGTON, INVOCATION

In the name of the Father and of the Son and of the Holy Ghost, amen.

Our Father, who are in heaven, we who are assembled here in a spirit of peace and in good faith dedicate ourselves and our hopes to You. We ask the fullness of Your blessing upon those who have gathered with us today, and upon all men and women of good will to whom the cause of justice and equality is sacred. We ask this blessing because we are convinced that in honoring all Your children, we show forth in our lives the love that You have given us.

Bless this Nation and all its people. May the warmth of Your love replace the coldness that springs from prejudice and bitterness. Send in our midst the Holy Spirit to open the eyes of all to the great truth that all men are equal in Your sight. Let us understand that simple justice demands that the rights of all be honored by every man.

Give strength and wisdom to our President and Vice President. Enlighten and guide the Congress of these United States. May our judges in every court be heralds of justice and equity. Let just laws be administered without discrimination. See to it, we implore, that no man be so powerful as to be above the law, or so weak as to be deprived of its full protection.

We ask special blessing for those men and women who in sincerity and honesty have been leaders in the struggle for justice and harmony among races. As Moses of old, they have gone before their people to a land of promise. Let that promise quickly become a reality, so that the ideals of freedom, blessed alike by our religious faith and our heritage of democracy, will prevail in our land.

Finally, we ask that You consecrate to Your service all in this crusade who are dedicated to the principles of the Constitution of these United States. May we be sensitive to our duties toward others as we demand from them our rights. May we move forward without bitterness, even when confronted with prejudice and discrimination.

May we shun violence, knowing that the meek shall inherit the earth. But may this meekness of manner be joined with courage and strength so that with Your help, O Heavenly Father, and following the teaching of Christ, Your Son, we shall now and in the days to come live together as brothers in dignity, justice, charity, and peace. Amen.

REV. DR. EUGENE CARSON BLAKE, NATIONAL COUNCIL OF CHURCHES

I wish indeed that I were able to speak for all Protestant, Anglican, and Orthodox Christians as I speak in behalf of full justice and freedom for all, born or living under the American flag.

But that is precisely the point. If all the members and all the ministers of the constituency I represent here today were ready to stand and march with you for jobs and freedom for the Negro community together with all the Roman Catholic Church and all of the synagogues in America, then the bat-

Tuesday, September 3, 1963

Daily Digest

HIGHLIGHTS

See Résumé of Congressional Activity.

See Legislative Program Ahead.

Senate

Chamber Action

Routine Proceedings, pages 15354-15378

Bills Introduced: Four bills and three resolutions were introduced, as follows: S. 2104-2107; S.J. Res. 116-117; and S. Con. Res. 58.

Page 15355

Bill Referred: H.R. 6225, to provide for the rehabilitation of Guam, was referred to Committee on Interior and Insular Affairs.

Page 15354

Interparliamentary Union: Senator Gruening was appointed by Vice President to attend the Interparliamentary Union meeting to be held at Belgrade, Yugoslavia, September 12-20, 1963.

Page 15354

Manpower Training: Senate laid down its unfinished business S. 1716, repealing matching requirement for Federal payments to States for training allowances for unemployed persons, but no action was taken on the bill today.

Page 15378

Legislative Program: Acting majority leader announced that Senate will continue consideration on Wednesday, September 4, of S. 1716, manpower training, to be followed by S. 1915, to reduce excess milk marketings. If these two bills are finished on Thursday, September 5, Senate will consider S. 1540, foreign air fares. If the medical education bill is on the calendar by Thursday, it is hoped to reach consideration thereof. If these measures are completed Thursday, the Senate will adjourn until Monday, September 9. The nuclear test ban treaty will be considered that week.

Pages 15424-15425

Nominations Received: Senate received nomination of George L. Mehren, of California, to be a member of the Board of Directors, Commodity Credit Corporation; and one judicial nomination. One postmaster nomination was withdrawn.

Page 15425

Nomination Reported: Nomination of Ashton C. Barrett, of Mississippi, to be member of Federal Maritime Commission, was reported, with individual views (Ex. Rept. 2).

Page 15355

Treaty Reported: Nuclear Test Ban Treaty (Ex. M, 88th Cong., 1st sess.) was reported without reservations (Ex. Rept. 3).

Page 15355

Program for Wednesday: Senate met at noon and adjourned at 3:26 p.m. until noon Wednesday, September 4, when it will continue on S. 1716, manpower training, to be followed by S. 1915, to reduce excess marketings of milk.

Page 15425

Committee Meetings

(Committees not listed did not meet)

APPROPRIATIONS—STATE DEPARTMENT

Committee on Appropriations: Subcommittee continued its hearings on H.R. 7063, fiscal 1964 appropriations for the Departments of State, Justice, and Commerce, with testimony on funds for the State Department from Lucius D. Battle, Assistant Secretary for Educational and Cultural Affairs; Dr. Alexander Spoehr, Director, East-West Center, University of Hawaii; Senator Inouye; Representative Gill; Harlan Cleveland, Assistant Secretary for International Organization Affairs; and Francis T. P. Plimpton, Deputy U.S. Representative to the U.N.

Hearings continue tomorrow.

AMATEUR RADIO OPERATORS

Committee on Commerce: The Communications Subcommittee held and concluded hearings on S. 920, providing for the issuance of authorizations for alien amateur radio operators to operate their stations in the U.S. and its possessions, with reciprocal agreement between the U.S. and the alien's government, after receiving testimony from Senator Goldwater, and Herbert Hoover, Jr., president, John Huntoon, secretary and general manager, Robert Booth, general counsel, and Ray E. Meyers, director of Southwest Division, all of the American Radio Relay League.

House of Representatives

Chamber Action

Bills Introduced: Seven public bills, H.R. 8331-8337; one private bill, H.R. 8338, and one resolution, H.J. Res. 680, were introduced.

Page 15353

Speaker Pro Tempore: Heard the reading of a communication from the Speaker designating Representative Sisk to act as Speaker Pro Tempore for today.

Page 15345

CONGRESSIONAL PROGRAM AHEAD

Period of September 4-7

(Committee meetings are open unless otherwise indicated)

Senate Chamber

On Wednesday, S. 1716, manpower training, will be considered, to be followed by S. 1915, to reduce excess milk marketings. If these two bills are finished on Thursday, S. 1540, foreign air fares, will be considered. In event the medical education bill has been reported to the calendar by Thursday, it is hoped to reach consideration thereof. If these measures are completed Thursday, Senate will adjourn until Monday, September 9.

The nuclear test ban treaty will be considered the week of September 9.

Senate Committees

Committee on Agriculture and Forestry: September 4, executive, on committee business, 10 a.m., 324 Old Senate Office Building.

Committee on Appropriations: September 4, subcommittee, on H.R. 7063, State-Justice-Commerce appropriations bill, on funds for the Department of State, 10:30 a.m., room S-126, Capitol.

Committee on Banking and Currency: September 5, Small Business Subcommittee, to resume its hearings on S. 298, proposed Small Business Investment Act amendments, 10 a.m., 5302 New Senate Office Building.

Committee on Commerce: September 4, executive, on S. 1732, to eliminate discrimination in public accommodations affecting interstate commerce, 10 a.m., 5112 New Senate Office Building;

September 4, Communications Subcommittee, on pending communications bills (S. 708, 1005, and 1193), 2 p.m., 5110 New Senate Office Building;

September 5, Subcommittee on Merchant Marine and Fisheries, on S. 1988, prohibiting fishing in the territorial waters of the U.S. by non-U.S. citizens, 10 a.m., 5110 New Senate Office Building.

The House met briefly but transacted no legislative business.

Program for Thursday: Adjourned at 12:25 p.m. until Thursday, September 5, 1963, at 12 o'clock noon.

Committee Meetings

No committee meetings were held.

Committee on Government Operations: September 4, Subcommittee on Intergovernmental Relations, executive, to consider the matter of disposal and future utilization of Ellis Island in New York Harbor, 9:30 a.m., 457 Old Senate Office Building.

Committee on Post Office and Civil Service: September 4, to hold hearings in connection with Federal employees' pay legislation, 10:30 a.m., 6202 New Senate Office Building.

Committee on Public Works: September 5, Special Subcommittee on Air and Water Pollution, executive, on S. 649, to establish a Federal Water Pollution Control Administration in the Department of HEW, 10 a.m., 4200 New Senate Office Building.

House Chamber

No legislative business is scheduled for the week of September 2-7, 1963. However the House will meet on September 5.

The program for the House of Representatives for the week of September 9-14, 1963, is as follows:

Monday, after calling the Consent and Private Calendars the House may act on several bills under suspension of the rules (titles to be announced).

Tuesday and balance of the week, S. 1576, Mental Retardation Facilities and Community Mental Health Centers Construction Act of 1963 (2 hours of debate).

NOTE.—Conference reports may be brought up at any time.

House Committees

No committee meetings are scheduled for this week.

Joint Committee

Joint Committee on Atomic Energy, September 5, Subcommittee on Agreements for Cooperation, to hold hearings on a proposed Agreement with the Government of India, and an amendment to the Additional Agreement for Cooperation with EURATOM, to hear officials of the AEC and the Department of State, 10 a.m., room AE-1, Capitol.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued Sept. 5, 1963
For actions of Sept. 4, 1963
88th-1st; No. 138

Foreign trade.....	8
Governmental relations...	7
Grants-in-aid.....	18
Legislative program.....	9
Loans.....	13
Manpower.....	1
Nuclear Test Ban Treaty	
.....	2,9
Omnibus bill.....	10
Personnel.....	6
Political activity.....	6
Price supports.....	7
Rivers and harbors.....	14
Shipping.....	12
Small business.....	13
Youth employment.....	4

CONTENTS

Banking.....	19	Executive authority.....	17
Conservation.....	11	Export control.....	5
Dairy.....	3,9	Fiscal policy.....	15
Education.....	16	Foreign currencies.....	19

HIGHLIGHTS: Senate passed Manpower Development and Training Act amendments bill. Sen. Mansfield announced delay in consideration of dairy bill. Sens. Humphrey and Proxmire spoke in support of dairy bill. Sen. Muskie introduced and discussed bill to provide periodic review of Federal grants-in-aid.

SENATE

1. MANPOWER. Passed as reported S. 1716, to postpone the effective date of the State matching requirements under the Manpower Development and Training Act of 1962 from June 30, 1964, to June 30, 1965, and to increase the authorization for training programs under the act from the present \$161 million to \$322 million (pp. 15469-77, 15486, 15490-510). By a vote of 19 to 44, rejected a motion by Sen. Prouty to recommit the bill to the Labor and Public Welfare Committee (pp. 15503-7). Rejected an amendment by Sen. Prouty which would have reduced the amount of the authorization in the bill (pp. 15508-10).

The Labor and Public Welfare Committee reported with amendments S. 1831, to amend the Manpower Development and Training Act of 1962 regarding the authority of the Secretary of Labor to refer applicants for training under the act (S. Rept. 480) p. 15427

2. NUCLEAR TEST BAN. The Foreign Relations Committee reported for ratification (on Sept. 3) the Nuclear Test Ban Treaty (Ex. Rept. 3) (p. 15427). Sen. Mansfield defended and urged support for the Treaty (pp. 15462-9). Sen. Thurmond inserted numerous items critical of the Treaty (pp. 15448-62).

3. DAIRY INDUSTRY. Sens. Proxmire and Humphrey spoke in support of enactment of dairy legislation and Sen. Proxmire inserted a newspaper editorial supporting enactment of his bill, S. 1915. pp. 15511-2
4. YOUTH EMPLOYMENT. Sen. Humphrey reviewed the problems of school dropouts and unemployment among youth and urged enactment of legislation to provide greater employment opportunities for unemployed youth. pp. 15481-3
5. EXPORT CONTROL. Received from Commerce a report on export control covering the second quarter of 1963. p. 15427
6. PERSONNEL; POLITICAL ACTIVITY. Sens. Bartlett, Douglas, Humphrey, McGovern, Pell, Randolph, and Young (O.) were added as cosponsors of S. 2103, to create a bipartisan commission to study Federal laws limiting political activity by officers and employees of the Government. p. 15431
7. GOVERNMENTAL RELATIONS. Sen. Robertson inserted an article critical of the size and scope of the programs of the Federal Government, including agricultural price supports and controls. pp. 15436-7
8. FOREIGN TRADE. Sen. Proxmire contended that Yugoslavia is "moving closer to the Soviet bloc than ever before," and stated evidence indicates "that Marshal Tito has been given an associate status in the Communist economic organization, known as Comecon, which is the economic council for the Soviet Communist block states." pp. 15510-1
9. LEGISLATIVE PROGRAM. Sen. Mansfield stated that consideration of the dairy bill, which had been tentatively scheduled for debate this week, has been delayed since "several Senators have requested time to consider other commodities in the field of agriculture." He stated that a number of bills on the calendar will be considered on Thurs., and it is anticipated that debate will begin Mon. on the Nuclear Test Ban Treaty which will probably last from one to two weeks. p. 15508

HOUSE

10. OMNIBUS BILL. As reported by the Agriculture Committee (see Digest 136), H. R. 7155, the administrative omnibus bill to facilitate the work of the Department of Agriculture, retains provisions recommended by this Department as follows:
 - Authorize the Department to erect research facilities or other structures on land, the use of which is secured for the estimated life of, or need for, the structures; and authorize the use of funds available to the Department for expenses in connection with acquiring the right to use land for such purposes.
 - Authorize grants for research to State agricultural experiment stations and others to implement the programs of this Department.
 - Authorize this Department to purchase insurance coverage on its vehicles in foreign countries.
 - Authorize assignment of Agricultural Attaches and related personnel for duty in the continental United States, without regard to the civil service laws and without change in grade, for not more than three years.
 - Authorize use of the title "Agricultural Counselor" instead of "Agricultural Attache" in several of the larger overseas posts.
 - Authorize the Secretary of Agriculture to release Public Law 480 funds for other purposes in cases where 5 percent of the proceeds is larger than the amount needed for the market development program.
 - Permit employees of this Department, while temporarily involved in a transfer to a State activity, to preserve their health benefits in the same manner

AMENDING THE MANPOWER DEVELOPMENT AND
TRAINING ACT OF 1962

SEPTEMBER 4, 1963.—Ordered to be printed

Mr. CLARK, from the Committee on Labor and Public Welfare,
submitted the following

REPORT
together with
MINORITY VIEWS

[To accompany S. 1831]

The Committee on Labor and Public Welfare, to whom was referred the bill (S. 1831) to amend the Manpower Development and Training Act of 1962, having considered the same, report favorably thereon with amendments and recommend that the bill do pass.

PURPOSE OF THE BILL

In his message to the Congress on June 19, President Kennedy made certain recommendations "designed to improve the training, skills, and economic opportunities of the economically distressed and discontented, white and Negro alike." Included in these recommendations were amendments to the Manpower Development and Training Act "not only to increase the authorization ceiling and to postpone the effective date of State matching requirements, but also (in keeping with the recommendations of the President's Committee on Youth Employment) to lower the age for training allowances from 19 to 16, to allocate funds for literacy training, and to permit the payment of a higher proportion of the program's training allowances to out-of-school youths, with provisions to assure that no one drops out of school to take advantage of this program."

S. 1831 incorporates each of these proposals: ¹ (1) It provides for training in reading, writing, and arithmetic, as well as manual training in the use of tools, for those of the unemployed who are unable to take

¹ Other than the proposal to postpone the effective date of State matching requirements which was incorporated in S. 1716, reported to the Senate on Aug. 23, 1963 (Rept. No. 458).

occupational training courses because they lack these skills; (2) it provides for the expansion of the youth training program by lowering the age limit for youth training allowances from 19 to 16; and (3) it would increase the percentage of funds available for the youth training program from 5 percent of the estimated total training allowances to 15 percent.

EXPLANATION OF THE BILL

A. Pretraining basic education courses

Section 1 of the bill provides for the establishment of training courses in functional literacy and basic work skills for the benefit of those persons who would otherwise be unable to take part in an occupational training program under the act. The term "functional illiteracy" means inability to read or to understand elementary written materials, instructions, or messages (such as help wanted ads), or inability to do elementary grade problems in arithmetic, or inability to write. In standard technical usage, the term "functional illiteracy" refers to educational attainments equivalent to less than 5 years of schooling. The term "basic work skills" includes knowledge and familiarity with handtools and techniques which are common to a whole range of occupations.

Training under this provision of the bill will be provided by appropriate State education agencies and will include whatever instruction in the basic subjects of reading, writing, and arithmetic may be necessary to prepare an unemployed illiterate or semiliterate to qualify for direct occupational training available under the act. In addition to these elementary verbal and mathematical studies, the basic pretraining course contemplated by the bill can include manual training. This covers instruction in the use and application of handtools in such trades as woodworking, metalworking, and welding. The basic work skill courses can be joined with those in elementary verbal and arithmetical skills to make it possible for the trainees to continue training in a suitable occupational course.

These basic literacy and work skills are essential even to man a gas pump. A service station attendant must be able to fill out a credit card receipt and add up the charges.

It is expected that most of the candidates for the pretraining courses offered under the bill will be selected from among persons who have been rejected from the Manpower Development and Training Act program because of inadequate educational attainment. These persons, by and large, constitute the immovable hard core of the unemployed who, but for their inability to "read, write, or figure" might otherwise be eligible for training programs which would prepare them for useful employment. Rejections under the Manpower Development and Training Act are presently running as high as 8 to 1, with only a small percentage of the illiterate unemployed making the attempt to qualify for the Manpower Development and Training Act training. Candidates may also be drawn directly from the ranks of the illiterate or semiliterate in search of work if they demonstrate the required aptitude for regular training. Under normal circumstances, however, candidates who have completed more than eight grades of schooling would not ordinarily be eligible for enrollment in the pretraining courses with the possible exception of those special cases in which the

comprehension level is well below what might be expected of the individual on the basis of his having completed eight grades of school.

The bill authorizes the payment of training allowances to trainees in these special courses on the same terms as now provided by the act to regular trainees. These payments are limited to unemployed persons who have had not less than 3 years experience in gainful employment and who are either heads of families or heads of households as provided in section 203(c) of the act. The bill authorizes a maximum period not to exceed 52 weeks for literacy training. This would be in addition to the regular 52-week period available under the present Manpower Development and Training Act occupational training program.

B. Lower age limit and increase in proportion of training allowances in youth training program

Section 2 of the bill provides for an urgently needed expansion of the Manpower Development and Training Act training provisions for out-of-school and out-of-work youngsters. It does this by dropping the age limit on youth training allowances from 19 to 16 and by tripling the proportion of these allowances from 5 to 15 percent of the total funds available for allowance purposes. The bill contains provisions to dissuade youngsters from dropping out of school in order to enroll in the program. It provides that no training allowance shall be paid to any young person under 19 years of age who has not been graduated from high school unless the Secretary of Labor has satisfied himself that he has been out of school for at least 3 months during the regular school session and that all efforts to induce him to resume have failed. This screening process will include careful testing and counseling as well as close cooperation with the appropriate school or other local authorities to redirect the youngster in the most effective way possible.

The bill authorizes the appropriation of \$100 million to be divided equally between the basic literacy and the expanded youth training programs for the current fiscal year and a like amount for the fiscal year ending June 30, 1965.

It is estimated that the 46,000 additional youths can be training during the current year under the provisions of the bill. It is also estimated that 50,000 of the severely disadvantaged adults can be given basic literacy and work-skill training during the same period.

NEED FOR THE BILL

Despite the success of the Manpower Development and Training Act program during its first 12 months of operation, it has become increasingly apparent that there are two glaring deficiencies in the program: (1) The failure to include the illiterate and the semiliterate, (2) the exclusion of the out-of-school and out-of-work youngster within the 16- to 18-year age bracket.

The first group represents the hard core of the unemployed of today. The second represents the hard-core unemployed of tomorrow. Together they constitute the forgotten one-quarter of the unemployed, numbering more than 1 million of present and future public charges. Under the Manpower Development and Training Act program as presently constituted, the men and the women in these groups cannot be trained for useful employment either because they cannot

read or write adequately, if at all, or because, as a practical matter, they fall just below the age group reached by the Manpower Development and Training Act. Without occupational training they cannot find work.

The bulk of these people have the capacity to be helped and to help themselves onto the track of useful employment. The President's proposals, which have been incorporated into the bill, provide the means by which this can be done.

A. Basic literacy and basic work skills

There are 3 million in the labor force today who are severely handicapped by their inability to read and to write. These are the illiterate and the semiliterate, and few if any are equipped to find jobs in our rapidly changing economy.

More than 800,000 of them are counted among the unemployed. Of these a disproportionately high percentage are nonwhite. Most cannot be trained either because they cannot read or write at all or because their command of the three "R's" is so limited that they cannot follow instructions in the simplest occupations. Some have tried to enroll in the Manpower Development and Training Act training courses, but inevitably they have been screened out for failure to reach this threshold of educational attainment. Others, recognizing the hopelessness of their condition at this time, have not even made the attempt.

In the service-oriented economy of today, even the unskilled jobs require some ability to read, write, and compute. The jobs in the factories, stockyards, goods-producing industries, mines, and farms for which the illiterate and semiliterate in past years could qualify are no longer available. The great shift which has taken place toward the service industries has dispossessed this group and has left them stranded without the means or the capacity to adjust to the requirements of midcentury employment which might otherwise be available to them were it not for their literacy handicap.

They cannot qualify for training even in basic unskilled categories. Their lack of an acceptable comprehension level bars them from consideration as cooks, waiters, gas station attendants, chambermaids, hospital orderlies or practical nurses, to name but a few. One must know how to read, write, compute, and measure to take instruction in any of these occupations. This simple fact explains the plight of hundreds of thousands of severely disadvantaged unemployed today. This is why they have come to be known as the hard core unemployed.

The Manpower Development and Training Act cannot begin to chip away at this core and to rehabilitate this huge segment of the unemployed unless provision is made to bring these men and women to at least the minimal literacy level required for occupational training and employment in today's market. For them literacy training is truly vocational training. Without it they remain helpless.

The desperate condition of the illiterate and semiliterate jobseeker is development by the Manpower Development and Training Act record. Twenty percent of all of the unemployed have less than 8 years of schooling. Yet less than 3 percent of the first 19,000 of the Manpower Development and Training Act trainees were in this group. Of Negro trainees in the manpower program, only 5 percent had completed no more than the eighth grade of school, although 44 per-

cent of the Negro unemployed have not progressed past the eighth grade.

Of course, grade school attainment is not an accurate measure of the literacy capacity of a member of the unemployed. A study of welfare recipients in a Negro section in the south side of Chicago demonstrated that while 6½ percent of those on public assistance lacked 5 years of education, more than one-half of the group were functioning at comprehension levels below the sixth grade, the cutoff point which itself is below the minimum for participation in the complex economy of today. Thus, it is generally recognized that grade school attainment is at best only a rough and inexact measure of the literacy level needed for occupational training.

The manpower program, as it is now written, is geared to the selection of candidates who are most likely to succeed, and conversely is calculated to exclude from training those who most desperately need it. The aptitudes among the thousands of illiterates and semi-literates who have been excluded may be as high or higher than those of the more fortunate literate selectees. Those in the excluded group can be taught the three "R's" within 1 year (perhaps in as little as 4 to 6 months time according to the Commissioner of Education, Francis Keppel) and once taught, they can be trained and employed in occupations for which the Manpower Development and Training Act prepares them. The cost of salvaging the disadvantaged in the labor force is estimated at \$2,000 per individual, one-half of which would be used for the literacy pretraining programs provided for in S. 1831 and the remaining half for occupational training under the Manpower Development and Training Act. Without this opportunity these people are doomed to jobless lives dependent upon public assistance, condemned to a life of poverty and social uselessness. Compared to the social costs of public assistance, the committee feels that the cost for redirecting this group into socially useful occupations is an investment we cannot afford not to make.

This point was emphasized by Raymond M. Hilliard, director of the Cook County Department of Public Aid in Illinois, in his description of a recent graduation ceremony marking the completion of the Cook County literacy course by 211 adults. In his statement to the committee he said:

I wish that you could have been with me to see 25 men go off relief in a body at a graduation exercise of a class where they had learned to become Yellow Taxi drivers; 266 former recipients have now received this training, and 215 are currently employed. Many of these men were able to qualify because they had been taught to read and to write in our basic literacy classes, and, as a result, they could make out trip sheets, write receipts and reports, and read street signs.

The \$50 million appropriation which the bill proposes for the basic literacy program would provide for 50,000 in this group.

B. Expansion of youth training provisions

The proposal to include the 16- to 18-year-old group under the youth training provisions of the Manpower Act has already been considered and approved by the Senate. In August 1961 it passed S. 1991 which eventually became the Manpower Development and Training Act of

1962. S. 1991 authorized the Secretary of Labor to pay training allowances to youths over 16 but under 22 whenever he found that such allowances were "necessary to provide occupational training." In the conference on the House and Senate bills in March of the following year, however, it was agreed to eliminate the 16-18 group from the youth training allowance program, thereby restricting the program, as a practical matter, to young men and women within the 19-21 age range.

The President's Committee on Youth Employment concluded in its report of April 1963 that the exclusion of these out-of-school and out-of-work youngsters from the Manpower Development and Training Act was a serious mistake and urged congressional reconsideration of this decision. The President, in his message of June 1963, followed these recommendations and proposed lowering the age limit for training allowances to 16, as provided for in this bill.

The experience during the first year under the Manpower Development and Training Act has demonstrated that these unemployed youngsters cannot be ignored. During the first 6 months of 1963, there was an average of 720,000 within this age group out of school and out of work, who were steadily moving in the direction of crime, delinquency, and hard-core unemployment. This figure climbed to 1,156,000 in May of this year, representing the highest figure ever recorded since the Bureau of Labor Statistics began recording this data in 1949. One out of five of these youngsters is nonwhite.

There are additional tens of thousands of youngsters who, although out of school and out of work, are not seeking employment and are, for one reason or another, excluded from the official unemployment statistics.

Dropouts leave school for many reasons not necessarily related to their intellectual capacity or potential. Their reasons are rooted in the poverty, discrimination, and social chaos in which they have been reared. Their motivation has been corroded by a hostile society. Sometimes, their leaving school may reflect inadequacies of the educational system, directed too much toward teaching college and other aptitudes which have little direct relationship to the lives they themselves will lead.

Thirty-six million youngsters will enter the work force in the 1960's. Among these will be 7½ million dropouts, at least one-half of whom will be 16. Between now and the end of 1965 there will be 5½ million new entrants into the working force, and of these 2 million will be dropouts.

In the past year, there were 1,200,000 new entrants into the work force competing for only 800,000 new jobs.

Under the Manpower Act these youngsters may enroll in youth training courses, but they are not eligible to receive training allowances. These allowances are fixed at one-half of the unemployment compensation in the State in which the program is given (averaging approximately \$17 per week). Exclusion of the 16-18-year-old group from the training allowance program has had the practical effect of removing them from the training program. Of the first 19,000 trainees enrolled under the act, only 4 percent were under 19 years of age, yet nearly 16 percent of all of the unemployed are in the 16-18 bracket, and most are dropouts.

These youngsters are generally severely disadvantaged with inadequate housing and minimal financial resources. Under these circum-

stances they have little comprehension of the need to continue their education.

Without the youth training allowances these youngsters lack both the means and the motivation to participate in a youth training program. In most cases their families cannot supply even the minimum sum which would be essential for clothing, carfare, and food. The small training allowances which the bill would make available to them should be sufficient to provide them with a reasonable opportunity to equip themselves for a useful adult life through the Manpower Development and Training Act training.

The same facts have demonstrated the urgent need for increasing the overall size of the youth training program from its present level of 5 percent to a more reasonable level of 15 percent of the total funds available for allowances generally. The alarming trends both with respect to the rate and the size of youth unemployment have been described above. Expansion of the size of the youth training program as proposed by the bill is required not only to provide training for the newly covered young men and women within the 16-18 group but also to provide a realistic training opportunity for the youngsters already covered. The reduction of the age limit to 16 and the increase in the proportion of funds available for training will make it possible to reach the tens of thousands of additional youngsters each year who desperately need guidance and training.

The bill recognizes the necessity for developing safeguards to insure that no 16- or 17-year-old youngster will attempt to drop out of school to enroll in one of these programs.

It has been said that it would be penny wise and pound foolish to train thousands of older workers under the Manpower Development and Training Act and at the same time to allow thousands of young dropouts to become the unemployed and untrained of tomorrow. Unless the programs proposed by the bill are adopted, the future of these youngsters will be bleak and barren. The bill provides the means by which they can be returned to a training program designed to fit their special situation.

The bill provides for an authorization of \$50 million for the expanded youth training program which will make it possible to train an additional 46,000 youngsters for the fiscal year ending June 1964 and a similar amount for the year ending June 1965.

SECTIONAL ANALYSIS

Section 1 of the bill, as reported by the committee, would add a new subsection (h) of section 202 of the Manpower Development and Training Act of 1962, providing for the establishment of functional literacy and basic work skill training programs for eligible persons who thereby will be able to pursue courses of occupational training. Referrals under the new subsection (h) would be considered referrals for training within the meaning of the Manpower Development and Training Act with the following two exceptions: (1) The condition that there must be "a reasonable expectation of employment in the occupation for which the person is to be trained" specified in subsection 202(d) would not apply, and (2) trainees will be eligible for 52 weeks of basic literacy training allowances in addition to the 52 weeks which would be available to them under the present Manpower Development and Training Act occupational training program.

Section 2 of the bill would amend subsection (c) of section 203 of the Manpower Development and Training Act by striking out the word "nineteen" and inserting in lieu thereof the word "sixteen", thereby lowering the age limit for youth training allowances from its present level of 19 to 16. It would strike out the words "5 percent" in the same subsection and would insert in lieu thereof the words "15 percent", thereby raising the ceiling on youth training allowances from its present level of 5 percent of the total funds available for allowances to 15 percent. It also provides that no training allowance shall be paid to any individual under the age of 19 who has not been graduated from high school unless the Secretary of Labor is satisfied that the individual has been out of school for a period of not less than 3 months during the regular school session and that all procedures to induce the individual to return to school have failed.

Section 3 would expand the Secretary of Health, Education, and Welfare's authority under section 231 in order to enable him to enter into arrangements with appropriate education agencies to provide basic literacy and basic work skill training.

Section 4 would strike the word "vocational" from section 302 of the act and section 5 would make the same change in section 305(b) of the act in order to conform these provisions with the new section 202(h) providing for basic literacy training.

Section 6 would add a new subsection (e) to section 304, authorizing an appropriation of \$100 million for the fiscal year ending June 30, 1964, and a like sum for the year ending June 30, 1965, for the purpose of carrying out title II of the Manpower Development and Training Act of 1962, of which the programs proposed by the bill are a part.

DEPARTMENTAL REPORT

EXECUTIVE OFFICE OF THE PRESIDENT,
BUREAU OF THE BUDGET,
Washington, D.C., August 5, 1963.

HON. LISTER HILL,
Chairman, Committee on Labor and Public Welfare, U.S. Senate,
Senate Office Building, Washington, D.C.

DEAR MR. CHAIRMAN: This is in reply to your request for comments on S. 1831, a bill to amend the Manpower Development and Training Act of 1962, and similar bills, S. 1716, S. 1691, and S. 1725.

S. 1831 would amend the training provisions of the Manpower Development and Training Act in the following respects: (1) Training for functional literacy and basic work skills would be authorized under the act, and persons receiving such training would be eligible for up to an additional 52 weeks of training; (2) the minimum age limit for training allowances for youths would be lowered from 19 to 16; (3) the proportion of total training allowances for youths under 22 years of age would be increased from 5 to 15 percent; and (4) to assure that youths are not encouraged to drop out of school to benefit from the above provisions, no allowances would be paid to youths until 3 months after dropping out of school.

S. 1716 provides for two amendments to the Manpower Development and Training Act. First, it eliminates the State matching provision in the act. Secondly, it increases the maximum authorization

for title II in fiscal 1965 from \$161 to \$322 million to finance the elimination of matching.

S. 1691 provides for improved provisions for training allowances to youths similar to those embodied in S. 1831 except that: (1) The maximum proportion of total training allowances which could be spent on youths would be increased to 20 percent rather than 15 percent in 1965 and the maximum number of youths to receive such training in 1964 would be 45,000; (2) a 6-month waiting period after leaving school would apply rather than 3 months; and (3) the authorization would be increased by \$45 million in fiscal 1964 to finance such provision. As in S. 1831, this bill would also lower the minimum eligible age for training allowances to 16.

S. 1725 would also amend provisions of the act respecting training allowances for youths. The minimum age limit would be lowered to 18 rather than to 16 as in S. 1831, and the maximum proportion of such allowances to be used for training of youths would be increased to 20 percent, as in S. 1691, rather than to 15 percent, as in S. 1831.

Neither S. 1691 nor S. 1725 provide for literacy training as embodied in S. 1831.

As indicated in the President's message on civil rights to the Congress on June 19, 1963, improvements and expansion of the training provisions of the Manpower Development and Training Act is fully supported by this administration. This position was reiterated in the Secretary of Labor's testimony on S. 1831 and S. 1716 before your committee on July 16, 1963, when he fully endorsed enactment of these two bills. The Bureau of the Budget concurs fully with the Secretary's testimony. S. 1831, however, as introduced, does not include the increased authorization which had been requested for these purposes. We recommend that the committee amend the bill to provide these funds.

While the general nature of the amendments proposed in S. 1691 and S. 1725 are also along the lines supported by this administration, the specific changes proposed in each differ materially from those in S. 1831 or S. 1716. The latter two bills more accurately reflect the President's proposals in this area as outlined in his message to the Congress on civil rights, and, therefore, this administration would favor their enactment.

I am authorized to inform you that enactment of S. 1831 and S. 1716 would be in accord with the program of the President.

Sincerely yours,

PHILLIP S. HUGHES,
Assistant Director for Legislative Reference.

CHANGES IN EXISTING LAW

In compliance with subsection (4) of rule XXIX of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in *italic*, existing law in which no change is proposed is shown in *roman*):

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

AN ACT Relating to manpower requirements, resources, development, and utilization, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

* * * * *

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY OF LABOR

* * * * *

SELECTION OF TRAINEES

SEC. 202. * * *

(h) Whenever appropriate, the Secretary of Labor may also refer for the development of functional literacy and basic work skills those eligible persons who will thereby be able to pursue courses of occupational training, and such referrals shall be considered a referral for training within the meaning of this Act, except that the provisions of subsection (d) of this section shall not apply to the selection of persons under this subsection, and such persons shall be eligible for an additional fifty-two weeks of training allowances.

TRAINING ALLOWANCES

SEC. 203. * * *

(c) The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than three years of experience in gainful employment and are either heads of families, or heads of households as defined in the Internal Revenue Code of 1954, except that he may pay training allowances at a rate not exceeding \$20 a week to youths over [nineteen] sixteen but under twenty-two years of age where such allowances are necessary to provide them occupational training, but not more than [5 per centum] 15 per centum of the estimated total training allowances paid annually under this section may be paid to such youths[,] : *Provided, That no training allowance shall be paid to any individual who is under 19 years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has continuously failed to attend school classes for a period of not less than 3 months during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed.*

* * * * *

PART B—DUTIES OF THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

GENERAL RESPONSIBILITY

SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title, enter into agreements with States under which the appropriate State vocational education agencies

will undertake to provide training needed to equip persons referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor pursuant to section 202, for the occupations specified in the referrals, *except that with respect to referrals under subsection (h) of section 202 the Secretary of Health, Education, and Welfare may make arrangements for the provision of the training to be provided under such subsection (h) through other appropriate education agencies.* * * *

* * * * *

TITLE III—MISCELLANEOUS

* * * * *

MAINTENANCE OF STATE EFFORT

SEC. 302. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for [voca-tional] education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

* * * * *

APPROPRIATIONS AUTHORIZED

SEC. 304. * * *

(b) There are hereby authorized to be appropriated \$97,000,000 for the fiscal year ending June 30, 1963, \$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

* * * * *

(e) In addition to the amounts authorized by subsection (b), there are hereby authorized to be appropriated \$100,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

LIMITATIONS ON USE OF APPROPRIATED FUNDS

SEC. 305. * * *

(b) Any equipment and teaching aids purchased by a State or local [vocalional] education agency with funds appropriated to carry out the provisions of part B shall become the property of the State.

* * * * *

MINORITY REPORT ON S. 1831

We are opposed to the passage of this legislation.

Briefly, S. 1831, would amend the Manpower Development and Training Act in the following manner: (1) Authorizing the Secretary of Labor to refer persons for courses in the development of functional literacy and basic work skills and to provide such persons with training allowances for an additional 52 weeks; (2) lower the minimum age limit for training allowances from 19 to 16 provided that the youth has failed to attend school classes for a period of not less than 3 months during the regular school session; (3) increase the amount that can be used to pay training allowances to youths from 5 to 15 percent; (4) authorize an additional appropriation of \$100 million to carry out the above new programs.

The Manpower Development and Training Act (MDTA) came into being in order to assist men and women, who became unemployed due to automation, technological change, and relocation of industry, to receive training in skills needed to secure new employment. In the report submitted to the Senate by the Committee on Labor and Public Welfare in support of the Manpower Development and Training Act, the basic objectives of this program were outlined as follows:

It (the bill) seeks to deal with one major aspect of the problem of unemployment in the United States by enabling workers whose skills have become obsolete to receive training which will qualify them to obtain and hold jobs. Its provisions will also contribute to the upgrading of many employed persons, so that they can make a greater contribution to the national economy.¹

Now, less than 2 years after enactment of the Manpower Development and Training Act, the worthy objectives of this act are proposed to be diluted by attaching to it a functional literacy and basic work skills program. Like tail fins on an automobile, such a program can add nothing of value to the Manpower Development and Training Act and can only detract from its effectiveness.

The Secretary of Labor would be given the authority to refer persons for training, not in a skill or craft, but in a program of functional literacy; in other words to teach a person how to read, write, and do simple arithmetic.

This proposed new program would not be limited solely to unemployed men with a wife and children who have lost their jobs and must overcome their lack of a basic education before they can hope to rejoin the ranks of the employed. It is also contemplated to permit children as young as 16 years old who have quit school to be referred for functional literacy training and to be paid as much as \$20 a week as a training allowance while learning the alphabet and the multiplication tables. Such a proposal would be ludicrous if it were not such a tragic and wasteful expenditure of the money gathered from the pockets of the American taxpayers.

¹ 87th Cong., 1st sess., S. Rept. No. 651.

The Senate is now being asked to put up another \$100 million, part of which will be used to give children \$20 a week just to go to school. This program raised some very interesting questions, the most important of which is: Since training allowances will be paid to children aged 16 and older, provided they are referred for training in functional literacy, what have these children been learning in school for the past 10 years? If a child has not been able to conquer such rudimentary subject matter as reading, writing, and simple arithmetic over a 10-year period, then what reason do we have to believe that the same child can master his functional illiteracy within the space of 1 year?

This legislation presupposes that there are no programs in operation today providing basic education courses and, therefore, it is necessary to provide such courses by way of the Manpower Development and Training Act. Obviously such is not the case. In addition to our public school systems throughout the country almost every community in the Nation offers adult education courses open to all who desire to obtain a basic education or improve and upgrade their education.

We firmly believe that the program set forth in this legislation has no place in a manpower training program. Further, we believe that the payment of training allowances up to \$20 a week to children who have quit school will merely serve as an inducement for more children to drop out of school at a time when every effort should be made by parents, teachers, and other responsible elements of society to encourage and assist our young people to continue their education.

We urge the Senate to vote down this unwise and costly proposal.

BARRY GOLDWATER.

JOHN G. TOWER.



Calendar No. 456

88TH CONGRESS
1ST SESSION

S. 1831

[Report No. 480]

IN THE SENATE OF THE UNITED STATES

JULY 2, 1963

Mr. CLARK (for himself, Mr. HART, Mr. HUMPHREY, Mr. JAVITS, Mr. KEATING, Mr. KENNEDY, Mr. LONG of Missouri, Mr. MANSFIELD, Mrs. NEUBERGER, Mr. PELL, Mr. PROUTY, Mr. RANDOLPH, Mr. RIBICOFF, and Mr. WILLIAMS of New Jersey) introduced the following bill; which was read twice and referred to the Committee on Labor and Public Welfare

SEPTEMBER 4, 1963

Reported by Mr. CLARK, with amendments

[Omit the part struck through and insert the part printed in italic]

A BILL

To amend the Manpower Development and Training Act of 1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Manpower Development and Training Act of
4 1962 is amended by adding at the end of section 202 the
5 following new subsection:

6 “(h) Whenever appropriate, the Secretary of Labor
7 may also refer for the development of functional literacy and
8 basic work skills those eligible persons who will thereby
9 be able to pursue courses of occupational training, and such

1 referrals shall be considered a referral for training within the
 2 meaning of this Act, except that the provisions of subsection
 3 (d) of this section shall not apply to the selection of persons
 4 under this subsection, and such persons shall be eligible for an
 5 additional 52 weeks of training allowances.”

6 SEC. 2. Subsection (c) of section 203 of such Act is
 7 amended by striking out the word “nineteen” and inserting
 8 the word “sixteen” in lieu thereof, by striking out “5 per-
 9 cent” and inserting in lieu thereof “15 percent”, and by
 10 striking out the period at the end thereof, inserting a comma
 11 in lieu thereof, and adding the following: *“Provided, That*
 12 *no allowances shall be paid to any such youth who drops out*
 13 *of school, for a period of three months after the date of drop-*
 14 *out.”* *“Provided, That no training allowance shall be paid*
 15 *to any individual who is under 19 years of age and has not*
 16 *been graduated from high school unless the Secretary shall*
 17 *have satisfied himself that such individual has continuously*
 18 *failed to attend school classes for a period of not less than 3*
 19 *months during the regular school session, and that all appro-*
 20 *priate procedures (including guidance and counseling by*
 21 *appropriate local authorities) to induce such individual to*
 22 *resume school attendance have failed.”*

23 SEC. 3. Section 231 of such Act is amended by striking
 24 out the period at the end of the first sentence, inserting a
 25 comma in lieu thereof, and adding the following: “except

1 that with respect to referrals under subsection (h) of section
2 202 the Secretary of Health, Education, and Welfare may
3 make arrangements for the provision of the training to be
4 provided under such subsection (h) through other appropriate
5 education agencies”.

6 SEC. 4. Section 302 of such Act is amended by striking
7 out the word “vocational” before the words “education and
8 training”.

9 SEC. 5. Subsection (b) of section 305 is amended by
10 striking out the word “vocational”.

11 SEC. 6. Section 304 of such Act is amended by adding
12 at the end thereof the following new subsection:

13 “(e) In addition to the amounts authorized by subsection
14 (b), there are hereby authorized to be appropriated \$100,-
15 000,000 for the fiscal year ending June 30, 1964, and a like
16 amount for the fiscal year ending June 30, 1965, for the
17 purpose of carrying out title II.”

A BILL

To amend the Manpower Development and
Training Act of 1962.

By Mr. CLARK, Mr. HART, Mr. HUMPHREY, Mr.
JAVITS, Mr. KEATING, Mr. KENNEDY, Mr.
LONG of Missouri, Mr. MANSFIELD, Mrs.
NEUBERGER, Mr. PELL, Mr. PROUTY, Mr.
RANDOLPH, Mr. RUBINOFF, and Mr. WILLIAMS
of New Jersey.

JULY 2, 1963

Read twice and referred to the Committee on Labor
and Public Welfare

SEPTEMBER 4, 1963

Reported with amendments

question of whether this treaty is in our national interest and whether it serves the purposes of the United States in its course of world leadership. I am indebted to him, and I am sure his statement will be a document which will give persuasive argument to many a person in this country who supports the treaty and wishes to express his or her views about it.

The Senator from Montana expressed what I am sure is in the hearts of millions of Americans when he stressed the importance of the treaty as a ray of hope and light in the darkness of our present despair.

I wish to compliment him, and to say how much I appreciate the privilege of being present today to hear this moving and powerful message.

Mr. MANSFIELD. Mr. President, I am deeply indebted to the distinguished Senator from Minnesota, who, as always, is most kind and generous in his statements and in his understanding of what has been said.

AMENDMENT OF MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

Mr. THURMOND. Mr. President, I am opposed to enactment of S. 1716, the unfinished business. This bill proposes to eliminate the provision of the Manpower Development and Training Act of 1962 which requires matching funds on the part of any participating State, beginning on July 1, 1964. Under the terms of this measure, the matching funds requirement would not be instituted until June 30, 1965; and, therefore, the Federal Government would be required to provide 100 percent of the financing for this program until that time. Also, the third-year authorization for training programs under the Manpower Development and Training Act is doubled from its present level of \$161 million to \$322 million.

In support of this measure, the argument is made that more time is needed for the State legislatures to enact enabling legislation and provide the necessary matching funds. However, Mr. President, the legislatures of all 50 of our States have met at least once, and many of them twice, since this program was originally enacted by Congress. During this time, only three States have completed action authorizing full participation in this program. This overwhelming lack of support for the program bears closer scrutiny.

As a typical example, I should like to point to my own State of South Carolina and to show what activities of this nature are in progress there. In May 1961, the State Legislature of South Carolina enacted a bill creating an Advisory Committee for Technical Education. This act authorized the Governor to appoint to the advisory committee a layman for each congressional district. These six men, along with the superintendent of education and the director of the State development board, as ex officio members of the committee, have total responsibility to the Governor and the legislature to establish policies and practices

to implement the technical education program in South Carolina. The technical education program in South Carolina has two basic elements: the special schools and the technical educational centers.

Special schools are accelerated training programs which can be, and have been, set up in any community in the State to equip citizens to perform specific tasks. To date, some 52 special schools have been conducted, and these have been spread over every section of South Carolina. As a direct result of these 52 schools, 5,400 South Carolinians are now at work in new jobs, ranging from the manufacture of cocoa doormats to missile components, including such varied items as automobile grilles, adding machines, and precision tools.

These special schools are geared to meet the needs of expanding and new industries which move into or originally locate in our State. When a company decides to build a plant in South Carolina, the staff of the Advisory Committee for Technical Education consults with the company's engineers, and establishes a program to train new employees early enough to have them ready to begin production work the day the plant is completed and begins operations.

The typical participant in one of these special schools is a young adult South Carolinian who is either unemployed or underemployed and is willing to invest his time in learning a new skill in order to increase his opportunity and his income. He is not paid during this training period, and he must have the desire to learn and the mental and manual abilities to understand and apply the newly learned skills.

The second element in South Carolina's technical educational program is the technical educational centers which are equivalent to what many States call technical institutions or, in some cases, community colleges.

A technical educational center in South Carolina comes into existence when a local community initiates a request for such a facility. The community may consist of one county or a group of counties. However, a request by a community does not automatically insure the construction of a technical educational center. A survey of the area is taken by the advisory committee to insure that there are proven needs for technical training in the community. There must be job opportunities for the students upon graduation, and the local community must be willing to raise the money and construct the physical plant. If all of these factors are present, then the technical educational center is approved.

To date, nine technical educational centers have been approved across the State of South Carolina. The Greenville Center has been in operation since September 5, 1962. Four more centers will open this fall. They are the Spartanburg Center, serving Spartanburg County; the Richland Center, serving Richland County and the Midlands area of South Carolina; the Tri-County Center, serving Anderson, Oconee, and Pickens Counties; and the Sumter

Center, serving Sumter, Clarendon, Kershaw, and Lee Counties.

Other technical educational centers now under construction are the Florence-Darlington Center and the Charleston Center, the latter serving Charleston, Berkeley, and Dorchester Counties. Two more centers are in the planning stage, one in York County and the other in Lancaster.

The purpose of a technical educational center, as they are instituted in South Carolina, is to improve the educational level of South Carolina's citizens from 16 years of age and up, thereby enabling them to acquire the skills which are of the greatest demand in the marketplace of business, commerce, and industry. The technical educational centers also contribute greatly to the industrial development of South Carolina by providing industry highly skilled and trained workers.

The technical educational centers operate from 8 a.m. until 10:30 p.m., 12 months a year, providing classrooms, shops, and laboratories staffed by competent faculty members. South Carolinians may attend classes day or night the year around, and ambitious individuals may enroll in continuing programs as full-time students. Citizens who are already employed may attend special classes to upgrade their ability toward the goal of providing a better living for their families.

These technical educational centers also provide an obvious educational tool in setting up certain of the special schools already discussed. The shops, classrooms and laboratories have already been used for special schools to assist industry in getting a start much faster and more economically.

Professional surveys of future industrialization and demands for technical skills indicate that there will be approximately 17,000 South Carolinians enrolled in these centers by early 1966.

Mr. President, the curriculum of these schools is very broad, including most all courses necessary in today's modern industrial society. I ask unanimous consent that a typical course catalog be printed in the RECORD at the conclusion of my remarks.

The PRESIDING OFFICER. Without objection, it is so ordered.

(See exhibit 1.)

Mr. THURMOND. South Carolina is justly proud of its technical educational program, and I can well imagine that there are numerous other States in the Union which have similar programs. Perhaps this is one of the basic reasons why the State legislatures have not been as receptive to the Manpower Development and Training Act as was originally anticipated. The State Governments jealously guard against Federal encroachment in areas in which they have primary responsibility and where they have already seized the initiative. The Manpower Development and Training Act requires far too much Federal involvement in these programs, and I submit that there is resentment of Federal dictation in the individual States.

Mr. President, this is an area in which the States and the individual commu-

nities are much better aware of their own requirements than any administrator in the Federal Government. The very effective program in South Carolina illustrates that where the need is felt, local initiative can provide the answer. However, the pending measure, in effect, penalizes those areas in the country which have engaged in self-help by extending the paternalism of the Federal Government to those who have been most irresponsible. The pending measure is both unnecessary and unwise, and I urge the Senate to reject it.

EXHIBIT 1

CATALOG OF COURSES OF RICHLAND TECHNICAL CENTER, COLUMBIA, S.C.

AREAS OF STUDY

Technical division

Courses offered in the technical division are designed to meet an increasing demand for high level industrial skills in South Carolina. Students entering the technical division are required to meet educational and aptitude standards appropriate to the course of study chosen. Such standards demand a firm educational base and a level of maturity expected of adults.

Students who successfully complete courses in this division will be prepared to offer prospective employers the training, knowledge, and skill approaching that of the professional engineer. Obviously more time is required to attain such a degree of proficiency than would be necessary in the less exacting trade courses. Applicants for the technical division will therefore be urged to enroll for the full-time program.

Extension division

The term "extension" denotes an effort to project the training program beyond expected limits. The extension division therefore offers avenues of learning to those men and women who, though employed, seek to update, upgrade, and generally enhance their individual knowledge and performance.

Included in this division are supervisory level courses designed to stimulate those individuals who aspire to advance their knowledge in the fields of management.

Special classes both day and night will be provided to accommodate such students.

ADMISSION PROCEDURE AND REQUIREMENTS

General requirements

Any person may enroll in a course if he meets the admission requirements. Such requirements will necessarily depend upon the courses of study chosen. A regular full-time student should be a high school graduate or equivalent and possess certain basic aptitudes and interests. No person currently enrolled in public school may apply for admission without the consent of the principal of the school in which he is enrolled.

The applicant should be in reasonably good health with no impairment of vision or physical defect which would restrict the free use of arms and hands. The applicant may under certain conditions be required to furnish evidence of satisfactory health.

The center is coeducational, and its program is not restricted to high school graduates. Technician level students should, however, possess the qualities and maturity of high school graduates. Such students must have completed 2 years of mathematics, including 1 year of algebra. Physics and chemistry are also desirable prerequisites for students of technology.

Individual adults are accepted in areas of study for which they are deemed qualified by reason of background, experience, or aptitude.

Admission procedure

An applicant meeting the above general requirements should first obtain application forms from the center office and request his

secondary school to forward a transcript of his high school record to the center. Applicants should secure such forms in person, if possible. Otherwise, application forms will be mailed upon request.

While application for enrollment may be made at any time preceding the anticipated date of entry, it is strongly recommended that this be done at least 30 days prior to such date. Sufficient time will thereby be allotted for necessary testing, counseling, and the proper evaluation of results.

No application will be considered complete until all requested information has been supplied and until a personal interview has been completed with either the director or the counselor.

Upon receipt of notification of acceptance, the applicant should visit the center office and discuss with his counselor his program for the ensuing quarter. All full-time and preemployment students are required to take the general aptitude test battery administered by the local office of the South Carolina Employment Security Commission or the differential aptitude test battery administered by the center.

Candidates for admission to the Richland Technical Education Center are subject to appropriate State and local laws relating to qualification for admission to public schools and to public institutions of higher learning in South Carolina. The center reserves the right to refuse entry to any applicant for proper cause or to refer to the advisory board for disposition any application received.

Entrance requirements may be modified or changed from time to time to meet the demands of the industrial community.

Admission with advanced standing

The Richland Technical Education Center will accept work and give credit for work completed in other technical education centers, technical institutes, or colleges. Applicants for admission with advanced standing should complete the regular application form and submit it together with a transcript of work from prior schools. Acceptance of such credit will be at the discretion of the director.

GENERAL INFORMATION

Degree course defined

The Associate of Science degree will be conferred for satisfactory completion of courses at the technical level. Time required for courses in the technical division will range from 6 to 8 quarters of work for full-time students. The course of study chosen by the individual will determine the time required.

Certificates

Certificates will be awarded to those students who complete special training courses established to fill specific demands of industry.

Tuition and charges

Any South Carolina citizen may attend the school without tuition charges but a minimum supply fee will be charged all students for teaching supplies, aids, consumable materials, and laboratory breakage.

Students will be required to furnish such textbooks and manuals as prescribed for the courses taken. Books and manuals will be available through the center's bookstore.

Persons qualifying for veteran's training may attend this school and the charges for attendance are the same as a regular student.

Attendance requirements

Only excused absences will be permitted. The director shall exercise the right to require of any students satisfactory evidence of circumstances bearing upon a particular absence.

No unexcused absences or "cuts" will be allowed. Only those absences occasioned by the student's illness or the serious illness or death of a member of his family will be authorized.

Withdrawals

Any student who must withdraw because of illness or personal hardship may, if his work was deemed satisfactory at the time of withdrawal, reenter the course as a beginning student provided that such action is taken upon the immediate next offering of the course.

Refunds

No refunds will be made to students who withdraw without authority or who are dismissed for cause.

Students who are given permission to withdraw will receive a refund of their supply fees on a prorated basis. If there is no breakage chargeable to the student, the laboratory deposit will be refunded in full.

Dismissals

A student who fails in two attempts to achieve a passing grade in any subject may be dismissed from the school. Also, a student may be dismissed for infraction of rules as set forth under general regulations.

Readmittance

Readmittance of students who have been dismissed or who have withdrawn without authority will be at the discretion of the director.

Student conduct

Students will be expected to conduct themselves at all times as individuals of prudence and maturity. The rights and feelings of others will be respected. Each student shall demonstrate a high regard for school facilities and property and for the personal property of others.

School regulations which serve to control such activities as vehicle traffic and parking, smoking, loitering, and other aspects of personal conduct must be strictly observed.

Students may be promptly dismissed for conduct which is considered incompatible with standards of propriety and good judgment.

Student insurance

Certain risks are inherent in any work involving regular contact with mechanical and electrical equipment. While stringent precautions will be taken to insure safety, it is felt to be in the best interests of all students to provide some measure of insurance protection.

A group policy providing the desired insurance protection will be maintained in effect by the center and all students will be required to subscribe to such coverage. The cost of accident insurance to the student will always be kept as low as possible in relation to benefits available.

Grading system

Grades will be issued to students at the end of each term. The student will be graded on the acquirement of technical skills, promptness, ability to work under direction, interest in the work, initiative, and ability to apply related technical information.

Students enrolled in the regular technology programs will be graded by the following letter-grade system:

A—93–100, excellent.

B—86–92, above average.

C—78–85, average.

D—70–77, passing.

F—Below 70, unsatisfactory.

I—Incomplete.

WP—Withdrawal passing.

WF—Withdrawal failing.

Incomplete: Assigned when the student is unable to complete his work or take the final examination because of illness or for other reasons over which the student has no control. This grade is given only with the approval of the associate director. An "incomplete" must be removed within the first 6 weeks of the next term in which the student is enrolled. Otherwise, the grade becomes an automatic "F."

Counseling and testing

All applicants for admission will be given a series of aptitude tests prior to acceptance and registration. The counselor will schedule interviews with students concerning interpretation of their test scores and he will advise them concerning course selections. Applicants are not encouraged to enroll unless it is believed that the student has made a sound choice and that he will profit from his study.

Students may use the services of the counseling office at any time.

Also, many reference materials are made available to students during the training program.

Placement service

The center provides placement service through the Employment Security Commission which assists students and alumni in securing employment. The objective of this service is to guide and assist the student and graduate to obtain the type of position for which he is best suited.

Active contacts are maintained with industries throughout South Carolina. Informative booklets, brochures, and industrial directories are available to students and alumni in the center's library, and group and individual job interviews are arranged.

Library

A technical library is maintained in the administrative area of the center for use by faculty and students. The library contains scientific and technological volumes as well as subject matter materials in related fields and several current periodicals.

Canteen

A refreshment area equipped with a variety of modern vending machines is provided for the convenience of students.

Interpretative guide to code identification of courses

A simple code has been devised to designate each course offered by the center. The principal purpose served by the code is to eliminate confusion resulting from many courses with similar names, e.g., electronics, technical electronics, industrial electronics, etc. In completing various forms, students will often be required to use the code symbols. The code serves a secondary purpose of providing an abbreviation of the course title when recording such titles in small spaces. It will also facilitate the transcribing of information when the use of data processing equipment is desired.

Certain courses are required of every student irrespective of the course of study.

Such courses are called basic core courses and are identified by the code symbol BsC. Other courses are common to all courses of study at the technical level. Such courses are designated as technical core courses and are identified with the symbol TeC.

In addition to the above, there are those few courses which are found in more than one course of study but are not common to more than two or three. The courses have been labeled parallel courses and carry the code PrL.

All other courses carry a code designation peculiar only to the course of study in which the course is found.

COURSES OF STUDY

	Code designation
Chemical technology.....	C
Civil technology.....	CV
Data processing.....	DP
Electronic technology.....	E
Mechanical technology.....	MT
Technical drafting and design.....	DD
Tool and die design technology.....	TD
CORE COURSES	
Basic core courses (found in all courses)	BsC
Technical core courses (found in all technical courses)	TeC
Parallel courses (found in more than one course)	PrL

In addition to the letter portion of the code, each code designation will carry a number. This number will indicate the number of that course as it appears in the directory of those courses in this catalog. Thus CV4 indicates that the coded course is one in civil technology; that it is No. 4 on the list of civil technology courses.

Basic core, technical core, and parallel courses are listed. A code designation of TeC3 indicates that the course is a technical core course and that it is No. 3 on the list of those courses.

TECHNICAL DIVISION—CHEMICAL TECHNOLOGY, CIVIL TECHNOLOGY, DATA PROCESSING, ELECTRONIC TECHNOLOGY, MECHANICAL TECHNOLOGY, TECHNICAL DRAFTING AND DESIGN, AND TOOL AND DIE DESIGN TECHNOLOGY

Chemical technology

The chemical technology student studies the fundamentals of general chemistry and organic chemistry and learns how to perform qualitative, quantitative, and analytical analyses. He studies substances and the reactions between them and learns the methods and procedures used in the discovery and development of new products.

In the unit operation laboratory, he learns material handling; crushing, grinding, and sizing; he studies chemical machinery and methods used in extraction, distillation, evaporation, drying, absorption, and heat transfer; he also devises, installs, and operates chemical manufacturing processes.

The chemical technologist finds employment in a wide variety of fields such as foods, metals, paints, glass, plastics, rubber, fuels, paper, building products, dyes, oils, lubricant, heavy chemicals, and textiles.

Occupational opportunities include research assistant, control chemist, laboratory technician, chemical analyst, and pilot plant foreman.

1st quarter	Hours
BsC1, speed reading.....	24
TeC1, technical math I.....	60
PrL9, inorganic chemistry I.....	96
PrL3, electricity.....	60
TeC6, communications I.....	60
TeC8, physics I.....	60

Total..... 360

2d quarter	Hours
TeC2, technical math II.....	60
C1, inorganic chemistry II.....	144
PrL11, physics II.....	60
TeC4, Technical drawing I.....	60
TeC7, technical report writing.....	36

Total..... 360

3d quarter	Hours
TeC3, technical math III.....	60
C2, qualitative analysis I.....	120
PrL12, physics III.....	60
PrL4, electron theory.....	60
TeC5, technical drawing II.....	60

Total..... 360

4th quarter	Hours
C3, chemical calculations I.....	60
C6, organic chemistry I.....	96
C8, quantitative analysis I.....	96
C10, unit operations I.....	72
BsC3, industrial human relations.....	36

Total..... 360

5th quarter	Hours
C4, chemical calculations II.....	60
C7, organic chemistry II.....	96
C9, quantitative analysis II.....	96
C11, unit operations II.....	72
BsC2, industrial economics.....	36

Total..... 360

6th quarter	Hours
C12, qualitative organic analysis.....	96
C13, instrumental analysis.....	72
TeC9, research project.....	120
C5, chemical calculations III.....	72

Total..... 360

Chemical technology—Course descriptions

C1, inorganic chemistry II: Concentrates on the generalizations and fundamental principles of inorganic chemistry, and will be a continuation of inorganic chemistry I.

The laboratory work is primarily designed to continue improvement in manual dexterity and techniques in the handling of simple chemical apparatus to prepare the student for the more advanced courses he will undertake in the second year.

C2, qualitative analysis I: The classroom work in qualitative analysis offers the opportunity to review and practice the balancing of chemical equations, stoichiometric calculations, and equilibrium calculations while the laboratory work continues the emphasis on technique by allowing the student practice in chemical reactions and ending with identifying unknowns.

C3, C4, C5, chemical calculations I, II, and III: The courses will be the backbone of the second year of chemical technology. Since chemical and chemical engineering operations are almost entirely mathematical in nature, the calculations taught in these courses will fit closely with the unit operations course. Calculations to be included are those of material balance, heat balance, equilibrium calculations, reaction rate calculations, fluid mechanics, mechanical separation, heat transfer, combustion, correlating data, and economic calculations.

C6, C7, organic chemistry I, II: These courses provide a basic research type understanding of organic chemistry by bringing out the well established reactions for synthesis of the different organic structures. The classes of organic compounds are studied separately with both their synthesis and typical reactions. The laboratory work continues to give practice in the handling of laboratory equipment with reasonable skill being attained in handling organic reactions studied in the classroom.

C8, C9, quantitative analysis I and II: These courses will equip the student to be proficient in the analytical field of wet chemistry. He will practice analytical laboratory methods requiring precise attention to detail as he works on gravimetric techniques such as weighing, sampling, precipitating, filtering, washing, ignition, etc.

C10, C11, unit operation I, II: Study of industrial applications and plant operations. Designed to cover the unit operations of chemical engineering from theoretical and practical standpoints. A study of fluid mechanics, transportation of fluids, measuring devices, size reduction, handling of solids, mixing, mechanical separations, measurement, filtration, heat exchange, evaporation, diffusion processes, distillation, absorption, extraction, crystallization, filtration, and industrial process equipment.

C12, qualitative organic analysis: Trains the student to think in terms of the fundamental organic reactions and particularly to the reactions of the functional groups. He is also trained to search the literature on organic chemistry to obtain information, physical properties and derivations. The student is left to his own initiative in identifying unknown organic compounds.

C13, instrumental analysis: The student will augment his knowledge of analytical methods through study and use of instruments such as pH meters, polarographs, colorimeters, polarimeters, refractometers, etc.

Civil technology

Civil technology is one of the oldest and broadest fields of engineering. The civil technologist is a builder. He changes the course of rivers, builds dams, roads, and

buildings and transforms a wilderness into a thriving city. His work is coordinated with many other fields of engineering. He may help build airports and buildings for the aviation industry; pipelines to carry oil or gas for the chemical technicians; and dams and power stations to produce electricity for the electrical engineer.

The civil technologist today has an almost endless choice of materials and efficient equipment with which to build his highways, bridges, and buildings. He is limited only by his ingenuity and his ability to create. His is a continually challenging job offering a number of specialties. His interest may lie in structural design—the design of steel, wood, or concrete framing for buildings or bridges; or he may prefer hydraulics, flood control, and irrigation. On the other hand he may specialize in surveying construction, or the designing and building of highways.

Occupational opportunities include civil engineer assistant, estimator, structural designer, surveyor, design draftsman, and highway technician.

1st quarter:	Hours
BsC1, speed reading-----	36
TcC1, technical mathematics I-----	60
TcC4, technical drawing I-----	60
TcC8, physics I-----	60
PrL3, electricity I-----	60
CV1, introduction to engineering structure-----	84
Total-----	360

2d quarter:	Hours
TcC2, technical mathematics II-----	60
TcC5, technical drawing II-----	120
PrL2, chemistry-----	60
PrL11, physics II-----	60
CV2, electricity II-----	60
Total-----	360

3d quarter:	Hours
TcC6, communications-----	60
TcC3, technical mathematics III-----	60
CV3, surveying I-----	60
CV4, plan reading and cost estimating-----	84
BsC2, industrial economics-----	36

Electives (choose one)	Hours
CV5, drafting II-A (arch. option)-----	60
CV6, drafting II-B (highway-option)-----	60
Total-----	360

4th quarter:	Hours
TcC7, technical report writing-----	36
CV7, surveying II-----	84
PrL5, engineering materials-----	60
CV8, concrete construction-----	60
CV9, hydraulic technology-----	60

Electives (choose one)	Hours
CV10, building construction methods-----	60
CV11, highway construction methods-----	60
Total-----	360

5th quarter:	Hours
PrL14, strength of materials I-----	60
CV12, materials testing laboratory-----	60
CV13, soil mechanics and testing-----	60

Electives (choose a and c or b and d)	Hours
CV14, highway design I(a)-----	96
CV15, structural design I(b)-----	96
CV16, survey III highway (c)-----	84
CV17, design drafting architect (d)-----	84
Total-----	360

6th quarter:	Hours
CV18, materials inspection methods-----	60
TcC9, research project-----	60
BsC3, industrial human relations-----	60

Electives (choose a and d or b and c)	Hours
CV19, highway design II(a)-----	96
CV20, structural design II(b)-----	96
CV21, heating and air conditioning (c)-----	84
CV22, hydrology and drain (d)-----	84

Total----- 360

Civil technology—Course descriptions

CV1, introduction to engineering structures: A presentation of the history of architecture and the development of structural design, covering spanning methods and construction by means of reinforced concrete, structural steel, wood frame, and prestressed concrete. The application of modular design in modern building and the relation of climate, weather, and topography to design and structural detail. Also, methods of highway construction with old and modern design concepts.

CV2, electricity II: This course is an extension of electricity I into the field of alternating current electricity. Includes the study of electromagnetic circuitry, inductance, capacitance, generation of alternating electromotive force, single-phase AC circuits, transformers, and relays. The applications of these principles to the field of electric power and electronics are studied. Classroom demonstrations and audio-visual methods are employed to supplement classroom instruction. Laboratory work provides opportunity for the student to verify and apply the principles studied.

CV3, surveying I: Theory and practice of surveying including transit and tape surveying; differential and profile leveling; care and adjustment of instruments; symptoms and correction of maladjusted instruments; introduction to mapping; and precise baseline measurements.

CV4, plan reading and cost estimating: This course consists of two parts: (1) A study of highway and building construction drawings to develop interpolation, terminology, and understanding of material symbols, dimensions and views; (2) the preparation of material lists and taking off quantities of materials and labor hours from work drawings and specifications.

CV5, drafting II-A (architectural option): Architectural drawing, including cross sections, longitudinal sections, interior elevations and relationships of the section detailed to the balance of the structure. Also included are sectional and full scale drawings of structural details, perspective drawings, plant layouts, the taking of field dimensions, and the drawings produced from them.

CV6, drafting II-B (highway option): The study and preparation of complex topographic preliminary maps, details, contours, cross sections, profiles, route plans and profiles.

CV7, surveying II: Transit-stadia surveying and map; use of plane table; location of an inaccessible pier involving triangulation and base-line measurements; complex computation involving principles of triangulation and coordinate positions. Also covered are computation of horizontal and vertical curves, trigonometric computing as applied to highway surveying, and basic surveying law.

CV8, concrete construction: Basic theory and description of concrete applied to beams, roads, slabs, and columns. Laboratory work in testing of materials for concrete and in the design and control of concrete mixtures. Also the study of gravity sections.

CV9, hydraulic technology: Starting with the study of fluids at rest, this course includes a review of basic properties of fluids and the topics of pressure forces, center of pressure, resultant force and interpretation

of readings from various kinds of manometers, pressure gages and hydrostatic devices. In connection with fluids in motion; the general energy equation is applied to head calculations, pumping problems, friction losses, cavitation and velocity of flow from pitot-static and venturi meter data. Also covered are the topics of viscosity and its effect on water flow; orifice meters and discharge from weirs.

CV10, building construction methods: Study of good construction practices relating to various types of structures under a variety of physical conditions.

CV11, highway construction methods and materials (highway option): Study of good construction practices for road building of various types under a variety of climate, soil and terrain conditions. Comparisons are made between various roadbuilding materials, their source, methods of manufacture, physical and chemical properties and grading. In addition, the building of forms and related structures are studied.

CV12, materials testing laboratory: An experimental study of the mechanical properties of engineering materials with emphasis on the demonstration of the physical laws that govern the use of materials in particular applications. Included is compression, tension and flexure testing; freezing and thawing; soundness and hardness testing; design and testing of bituminous concrete; testing of liquid asphalts.

CV13, soil mechanics and testing: Physical and mechanical properties of soils, elementary principles of field and laboratory identification and testing. Theories of soil mechanics, optimum and density, plastic flow and limits, percolation tests, bearing and friction piles and sandpiles.

CV14, highway design I (option): Design, construction, maintenance and planning for highways. Location, and their use in roadway surfaces; treatment of existing surfaces.

CV15, structural design I (option): The structural design of buildings framed in timber and steel. Foundations of buildings, design of footings, pile foundations, foundation and retaining walls, methods of erection and field trips to available construction jobs.

CV16, survey III highway (option): Computation and theory of highway curves; field work of staking simple, compound, spiral and vertical curves; field notekeeping; coordinates and coordinated survey; a short preliminary and final location survey; earthwork problems and an introduction to aerial photography.

CV17, design drafting (option): Continuation of drafting II-A (3d semester) including special emphasis on chapters 30 and 31 of French's "Engineering Drawing."

CV18, materials inspection methods: Sampling techniques; tests and test specimens of concrete in field; tar and asphalt sampling and inspection in field; batch plant inspection; transit mix trucks, pavers and stationary mixers; bituminous concrete plant; inspection of brick and precast concrete units and inspection of construction procedure in specification and conformance.

CV19, highway design II (option): Continuation of highway design I. Interpretation of bridge plans, bridge and structure drafting, elements of bridge and structure design, beams and slabs.

CV20, structural design II (option): Drafting of reinforced structures. Structural drafting of a flat slab building, including beams, columns, footings, and stairs. Differential expansion of materials, expansion joints, flashing, caulking, detailing of designs to prevent air and water infiltration, and assembly of component parts.

CV21, heating and air conditioning (option): (1) Heating: A study of the methods

of heating, fuels, estimation of heating loads, capacity requirements of boilers and related equipment, automatic controls, sizing and layout of piping and air ducts. (2) Air conditioning: An investigation of cooling loads and apparatus is followed by problems in air conditioning undertaken with the use of psychrometric charts.

CV22, hydrology and drainage (option): Study of rainfall and runoff relations. Applications to floods and flood control, water supplies, methods of extending short records of stream flow, culvert and storm sewer design, and drainage laws.

Data processing

This course introduces the student to the general purpose high-speed electronic computer as a versatile and powerful instrument for problem solving and data processing. The two basic objectives are (1) To acquaint the student with the theory and philosophy of computers through mastery of theory. (2) To illustrate some applications of new concepts through examples and analysis of commonly used techniques on computers.

Much of the course will deal with those methods which highlight the interrelation between analysis of problem, computer capabilities and limitations, and coding procedures. The general outline consists of purpose of program, analysis of problems, calculation procedures, flow charting, memory requirements, estimate of running time, and sample problems.

Occupational opportunities: Banking, civil service, industry, business, and insurance companies.

1st quarter:	Hours
TcC1, technical math I.....	60
TcC4, technical drawing I.....	40
DP1, basic computing machines.....	40
DP2, unit record equipment I.....	80
DP3, accounting I.....	60
TcC8, physics I.....	60
BsC1, speed reading.....	20
Total.....	360

2d quarter:	Hours
TcC2, technical math II.....	60
TcC5, technical drawing II.....	40
TcC6, communications I.....	40
DP4, unit record equipment II.....	60
DP5, data processing applications.....	60
DP6, introduction to programming systems.....	40
DP7, accounting II.....	60
Total.....	360

3d quarter:	Hours
TcC3, technical math III.....	60
TcC7, technical report writing.....	40
DP8, programing systems.....	100
DP9, data processing application.....	100
DP10, accounting III.....	60
Total.....	360

4th quarter:	Hours
BsC3, industrial human relations.....	40
DP11, computer programing I.....	110
PrL19, statistical quality control.....	50
DP12, business organization I.....	40
DP 13, cost accounting I.....	60
BsC2, industrial economics.....	60
Total.....	360

5th quarter:	Hours
DP 14, computer programing II.....	110
DP15, business organization II.....	40
DP16, statistics II.....	50
DP17, cost accounting II.....	60
DP 18, systems development and design I.....	100
Total.....	360

6th quarter:	Hours
DP 19, computer programing III.....	80
DP20, systems development and design II.....	100
DP21, advanced computing and programing.....	104
DP22, data processing field project.....	40
BsC4, fundamentals of management.....	36
Total.....	360

Data processing—Course descriptions

DP1, basic computing machines: All data processing systems, regardless of size, type, or basic use, have certain common fundamental concepts and operational principles. This course is intended to provide a foundation for future detailed study of specific systems. It describes the evolution of computer systems—from manual methods to the stored program. Lectures include an introduction to problem organization, detailed coverage of storage media, fundamentals of input and output operations, and elementary programing techniques.

DP2, unit record equipment I: This course is a survey of unit record equipment. It illustrates the need for machine processed solutions to accounting and recordkeeping problems. The concept, power, and flexibility of the unit record approach are imparted to the student during these sessions.

DP3, accounting I: Accounting I emphasizes the principles, techniques, and tools of the accounting function. It provides the necessary background for understanding the mechanics of accounting—the collection, summarization, analyzing, and reporting, in monetary terms, of information about the business. It is a prerequisite for accounting II. Financial information requirements of persons outside the business—stockholders, banks, other creditors, and government agencies—are reflected in the techniques, rules, and conventions which are studied. The accounting services outside the firm are categorized as:

- (a) External reporting for internal control.
- (b) Reporting to society:
 1. Tax determination.
 2. Legal requirements.
- (c) The balance sheet and the income statement.

As the mechanics of accounting become well formulated, the concepts of data processing machines are introduced and related to the performance of accounting functions within an organization. Use of case studies will be necessary.

DP4, unit record equipment II: Unit record equipment as an independent system is discussed and studied throughout the course. In addition to this emphasis, its use with and support for computers should be included.

Laboratory exercises are executed, involving planning and wiring a range of unit record equipment. Practical exercises offered are typical of those performed in existing computer installations.

DP5, data processing applications I: Designed to acquaint students with actual business data processing applications. All applications studied will be approached in the following manner:

- I. Theory and concepts of the application.
- II. Procedural approaches—unit record equipment.
- III. Procedural approaches—basic computing machines.
- IV. Practical case studies.

DP6, introduction to programing systems: The necessity for programing in data processing procedures is investigated. Methods of programing and application are reviewed and foundations are laid for further study in this area.

DP7, accounting II: Accounting II emphasizes management uses of accounting

information. Accounting is presented as a source of financial data for management control. Accounting services are shown as they contribute to the recognition and solution of a management problem. Accounting services "within the firm" are categorized as:

- (a) Management information for policy determination.
- (b) Operational planning.
- (c) Control of revenue and expense.
- (d) Conservation of assets.
- (e) Day-to-day operating information.

The concept of performing accounting services on data processing machines is strongly emphasized throughout the course. Students will have completed basic computer and unit record equipment courses.

DP8, programing systems: A continuation of the introductory course. This course will follow typical industrial approaches of determining the need and then establishing the proper system. Each student will be subjected to various situations of programing and will conduct a study to determine a clear approach to the programing problems.

DP9, data processing application II: A continuation from the first course of applications. Designed to subject the student to advanced theory and then establish an application of the theory. This will advance the student in his understanding of the various machines and systems as they relate to typical industrial situations. All applications will follow in this manner:

- I. Theory and concepts of the application.
- II. Procedural approaches—unit record equipment.
- III. Procedural approaches—basic computing machines.
- IV. Practical case studies.

DP10, accounting III: Accounting III is designed to look at the overall function of accounting practices in an industry. The concept of performing accounting services on data processing machines is strongly emphasized throughout the course. An organized approach to the problems of accounting principles used in data processing will be established.

DP11, computed programing I: The basic computing machines course provided the concepts and foundation for the upcoming detail study of data processing machines. In these computer programing courses the student engages in discussions of functions and capabilities of the IBM 1620 data processing system and studies basic programing. He performs programing drills, exercises, and case studies which serve to bridge the gap from the academic to the real world of data processing. The 2-hour per week laboratory session further reinforces basic principles by providing hands-on training.

DP12, business organization: Familiarizes the students with the concepts and structure of American business.

DP13, cost accounting I: This basic concept of the cost accounting function within a manufacturing organization. Material costs, labor costs, manufacturing overhead as burden and marketing costs that enter into the cost accounting system are treated in detail. The collection, processing, and interpretation of this data for providing management with pertinent facts about their business is a primary objective of the course. The computer as a tool for performing the cost accounting function is emphasized throughout. Cost accounting systems are designed for the purpose of providing figures for inventory valuation of the balance sheet and of determining cost of goods sold for the income statement.

Selected case studies are used in illustrating the objectives of the cost accounting system, its relationship to the overall accounting system, and its uses to management. The case studies reflect the role of the computer in various types of cost accounting systems.

DP14, computer programing II: This is a continuation of computer programing I. The principles presented in that course are employed repeatedly in this one. Programing for the 1620 with tapes and random access storage is taught during the quarter.

DP15, business organization II: A continuation of business organization I. Goes into detail of the organization levels and department structures and shows the integrated relationship of departments. The financial structure of the business will be given major emphasis.

DP16, statistics II: An advanced course in statistics. Helps the student to gain an understanding of the mathematical models to interpret physical phenomenon and to predict with reasonable certainty the outcomes of experiments related to practical business problems. The course will include computer exercises in the applications of statistics to business problems.

DP17, cost accounting II: An advanced course in cost accounting concerning the material cost, labor costs, manufacturing overhead, direct labor, and indirect labor. Also included in this course will be a study on inventory control and accounting for inventory with the aid of computers. After the inventory information is gathered a study of its use will be conducted. Typical industrial situations will be used in this course.

DP18, systems development and design I: The effective use of data processing equipment and management sciences in meeting the information needs of business requires that much skill and knowledge be applied to the development and design of data processing systems. The evolution of a system takes place in three distinct stages.

(1) An analysis of present information flow.

(2) System specifications and equipment selection.

(3) Implementation of the system.

This course is designed to guide the student through the three stages in an organized approach. The detailed steps of each phase of system design are shown in their relation to the overall study.

DP19, computer programing III: An advanced course of the principles that are employed in programing the 1620. In this course a study of the various computers will be conducted to show the relationship of the 1620 to other types of computers. Methods of analyzing the program to gain maximum efficiency of the program will be taught.

DP20, systems development and design II: An advanced course of systems which will employ the basic steps of (1) an analysis of present information flow, (2) system specifications and equipment selection, and (3) implementation of the system. An analysis of an assigned situation will be required for each student.

DP21, advanced computing and programing systems: The objective of this course is to provide the student with sufficient knowledge of programing systems concepts so that he may easily master any specific system with a minimum of instruction. Furthermore, he will be qualified to analyze, evaluate, and make minor modifications to such systems.

It is not intended that the actual programing language of the various systems be taught. However, individual phases of certain selected systems are treated in detail in order that the student may learn advanced programing and logic decision techniques that are applied in sophisticated systems.

Electronic technology

The electronic technology program provides a broad theoretical and practical training for those who seek careers in radio, television, and the giant electronic industries. Special equipment is used by the instructor to present circuits of complicated electronics theory in step-by-step demonstration. In the laboratory the students develop skills

in the use of modern electronic testing equipment and measuring instruments. Analysis of circuits, construction of electronic components and repair of radio and television receivers will be a major part of the laboratory work.

The related subjects will include applied physics, industrial economics, technical mathematics, technical reports, materials and processes, industrial organization, and technical drawing.

Occupational opportunities include computer maintenance technician, instrument mechanic, radio and TV control room operator, and civil service electronics inspector.

1st quarter:	Hours
BsC1, speed reading.....	24
TcC1, technical math I.....	60
PrL24, basic electricity (DC).....	156
TcC4, technical drawing I.....	60
TcC6, communications I.....	60
Total.....	360

2d quarter:	Hours
TcC2, technical math II.....	60
PrL25, basic electricity (AC).....	120
TcC5, technical drawing II.....	60
PrL13, shop processes.....	60
PrL2, chemistry.....	60
Total.....	360

3d quarter:	Hours
TcC3, technical math III.....	60
PrL4, electron theory.....	144
BsC2, industrial economics.....	36
PrL6, graphical analysis.....	60
TcC7, technical report writing.....	60
Total.....	360

4th quarter:	Hours
PrL23, vacuum tubes and rectifiers.....	60
TcC8, physics I.....	60
E1, circuit tracing.....	84
E2, special circuit design and analysis.....	156
Total.....	360

5th quarter:	Hours
E3, transmitter theory and application.....	120
PrL8, industrial electronics.....	156
E4, transistor application.....	84
Total.....	360

6th quarter:	Hours
TcC9, research report.....	108
E5, ultra high frequency and microwaves.....	96
E6, industrial instrumentation.....	96
BsC3, industrial human relations.....	60
Total.....	360

Electronic technology—Course descriptions

E1, circuit tracing: Study of layout and representation. Problems in circuit design involving switches, relays, and electronic components; the selection and proper designation of standard complexities of multiple-purpose circuits; concentration of schematic representation of electronic equipment.

E2, special circuit and design analysis: Acoustics and electroacoustic devices, sound recordings, designs and testing of voltage and power amplifiers, inverse feedback, transistor amplifiers, and computer circuits.

E3, transmitter theory and application: Amplitude modulation and frequency modulation; radio frequency oscillators and power amplifiers, antennas, modulators, radio-frequency measurements; two-way communications; requirements for radio operator's license, electromagnetic transmission; and communication application.

E4, transistor application: This course is designed to familiarize the student in all phases of transistor application in radio, television, power supplies, etc.

E5, ultrahigh frequency and microwaves: Line sections, wave guides, and cavities; UHF tubes and oscillators, klystrons, magnetrons, and traveling wave tubes; microwave antennas; principles of radar and microwave systems.

E6, industrial instrumentation: Electrical and electronic process instruments such as electric and pneumatic temperature controls, thermoelectric devices, pH meters, conductivity bridges, pressure transducers, strain gages, etc. Application of the techniques of calibrating and servicing industrial instruments.

Mechanical technology

The mechanical technology student learns the principles of machine design and their applications. He studies torsion, bending, and flexure of metals; industrial machinery, clutches, brakes, springs, and flywheels. He designs linkage, gear trains, and cams to give required motions to machine. He makes accurate and complete engineering drawings of the parts he designs so that they can be produced in the factory. He studies industrial materials and the processes used in their production.

Occupational opportunities: Sales engineers, research assistants, layout and detail draftsman, machine designers, assistant plant engineers, plant safety technicians, and mechanical test technician.

1st quarter:	Hours
BsC1, speed reading.....	24
TcC1, technical math I.....	60
TcC4, technical drawing I.....	60
TcC6, communications.....	60
PrL17, introduction to machine tools.....	120
MT1, measuring instruments, basic.....	36
Total.....	360

2d quarter:	Hours
TcC2, technical math II.....	60
MT2, metallurgy.....	36
PrL18, manufacturing processes.....	72
TcC5, technical drawing II.....	60
PrL5, engineering materials.....	72
TcC8, physics I.....	60
Total.....	360

3d quarter:	Hours
TcC3, technical math III.....	60
MT3, statics and dynamics.....	120
PrL3, electricity.....	60
PrL2, chemistry.....	60
PrL19, statistical quality control.....	60
Total.....	360

4th quarter:	Hours
PrL14, strength of materials I.....	84
MT4, kinematics.....	90
MT5, fluid mechanics.....	90
PrL7, hydraulics and pneumatics.....	36
TcC7, technical report writing.....	60
Total.....	360

5th quarter:	Hours
MT6, dynamics of machinery.....	90
MT7, machine design I.....	114
BsC3, industrial human relations.....	60
MT8, thermodynamics.....	96
Total.....	360

6th quarter:	Hours
MT9, heat transfer.....	60
BsC2, industrial economics I.....	36
TcC9, research report.....	48
MT10, precision measuring (metrology).....	30
PrL20, industrial engineering principles.....	60
MT11, machine design II.....	90
BsC4, fundamentals of management.....	36
Total.....	360

Mechanical technology—Course descriptions

MT1, measuring instruments (basic): Instruction and practical experience in use of simple measuring devices, including calipers, micrometers, thread gages, ring gages, indicator comparators, and elementary electronic instruments.

MT2, metallurgy: Study of the important alloy systems of copper, nickel, aluminum, zinc, lead, tin, and iron. Included is a study of carbon steels, high alloy steels, and powdered metallurgy. Emphasis is placed on composition, structure, working and forming characteristics, physical and chemical properties, and some practical applications.

MT3, statics and dynamics: Resolution and composition of forces, equilibrium of force systems, friction, centroids, and moments of inertia will be introduced and discussed. Types and principles of motion and action of unbalanced force systems affecting the motion of rigid bodies will be treated in detail.

MT4, kinematics: The study of displacements, velocities, and accelerations involved in cams, gears, and linkages.

MT5, fluid mechanics: Fluid statics, one-dimensional flow of incompressible and compressible ideal and real fluids, flow of real fluids in pipes, and fluid measurements will be stressed.

MT6, dynamics of machinery: Static and dynamic balancing of shafts, vibrations and critical speeds in shafts, gyroscopic forces in machines and an introduction to servomechanisms will be covered.

MT7, machine design I: A study of standard machine parts, subassemblies, and design problems. Designs of one machine required of each student.

MT8, thermodynamics: A study of the thermodynamic principles, state properties, heat, work, and theoretical cycles. Use of thermodynamic tables and charts for steam, air, and refrigerants.

MT9, heat transfer: Detailed study of steady-state heat transfer by conduction, radiation, liquids, and condensing vapors. Overall transfer of heat transfer to design problems.

MT10, precision measuring (metrology): Instruction and practical experience in use of advanced measuring and layout equipment such as gage blocks, ultrasensitive gaging equipment, optional comparators, air type gaging equipment, lightwave equipment, surface plates, height gages, sine bars, etc.

MT11, machine design II: Actual design of machine elements by application of the methods of stress analysis, combined stresses and deformations, plastic deformations, and stress prediction.

Technical drafting and design

The courses outlined in this curriculum have been arranged to provide optimum specialized technician instruction in a 2-year program.

The courses are arranged in a sequence that gives the student the required technological and specialized courses as they are needed to coordinate his laboratory experiences.

The curriculum is designed to qualify the graduate for performance of duties in the field of mechanical drafting and design technology requiring the application of engineering principles, but as applied to the technical rather than the engineering field. Since the technician is called upon to design as well as to perform, emphasis is placed upon both knowledge and skill. As the student develops in drafting skills, mathematics, and related sciences, a gradual shift is made in the curriculum applying these skills to practical problems in design.

Occupational opportunities are found in government service, construction companies, engineering consulting firms, and architectural firms.

1st quarter:	Hours
TcC4, technical drawing I.....	156
TcC1, technical math I.....	60
BsC1, speed reading.....	24
BsC2, industrial economics I.....	60
TcC8, physics I.....	60
Total.....	360

2d quarter:	Hours
TcC5, technical drawing II.....	120
TcC2, technical math II.....	60
PrL11, physics II.....	120
TcC7, technical report writing.....	60
Total.....	360

3d quarter:	Hours
DD1, technical drawing III.....	120
TcC3, technical math III.....	60
PrL12, physics III.....	60
DD2, metals laboratory.....	60
TcC6, communications.....	60
Total.....	360

4th quarter:	Hours
DD3, technical drawing IV.....	120
PrL15, technical math IV.....	60
DD4, physics IV.....	72
BsC3, industrial human relations.....	36
PrL14, strength of materials.....	60
Total.....	360

5th quarter:	Hours
DD5, technical drawing V.....	120
DD6, technical math V.....	60
DD7, methods and material.....	60
DD8, applied mechanics.....	60
DD9, manufacturing and technical costs.....	60
Total.....	360

6th quarter:	Hours
DD10, technical drawing VI.....	150
PrL10, mechanisms.....	60
TcC9, research report.....	150
Total.....	360

Technical drafting and design—Course descriptions

DD1, technical drawing III: A study of illustrations. The theory of axonometric projection in isometric, dimetric and trimetric are studied. Cavalier and cabinet projection are introduced during this course, and each student completes an exploded pictorial assembly drawing.

DD2, metals lab: A course of study centered within the machine tool laboratory where the individual studies the various tools and machines and related processes. The individual has the opportunity to observe and follow the layout and production of a product.

DD3, technical drawing IV: Covers the theory of practical application of sections and conventions. The use of sectional views and how they are developed for use on a drawing are studied in detail. Dimensioning practice in conjunction with sections and conventions is studied. A presentation of working drawings as actually used in the shop. All notes, dimensions, tolerances, and specifications needed for a working drawing are discussed and used in projects.

DD4, physics IV: A presentation of wave, sound, and light motion, reflection and refraction of light, lenses, and dispersion, interference and diffraction of light.

DD5, technical drawing V: This course introduces assembly drawings, the different types, their use and purpose. Assembly drawings are made from a set of working drawings prepared by the student in previous courses.

DD6, technical math V: An introductory course in differential and integral calculus.

Calculus problems involving maximum and minimum volumes, velocity and accelerations of bodies are the topics of study. Designed to show the student the value of higher mathematics.

DD7, methods and materials: Study of the metallurgy of ferrous and nonferrous metals and their alloys, the characteristics and properties of nonmetallic engineering materials; the forming, fabrication, treatment, and inspection devices utilized in industry. Some of the topics within the course are metal casting, heat treatment of metals, powder metallurgy, welding and allied processes, hot and cold forming of metals and plastic molding.

DDS, applied mechanics: Study of external forces and internal stresses as found in structures and machines. Conditions of equilibrium are studied. Evaluation of internal stresses caused by compression or tension are made graphical and analytical methods of solution are introduced. Force systems such as parallel, concurrent and nonconcurrent are studied in coplanar and noncoplanar situation. The course embraces concepts of centroids and center of gravity, moments of inertia, and fundamentals of kinetics.

DD9, manufacture and technical costs: A practical approach to determining manufacturing and tool costs. Methods of determining and distributing indirect expenses and the estimating of material, direct labor, and tool costs by calculation and use of standard data will be studied. Elementary corporation accounting methods are presented.

DD10, technical drawing VI: A continuation of drawing exercises and problems of increasing complexity.

Tool and die design technology

In this curriculum the student learns to design cutting tools, gages, jigs, fixtures, punches, and dies. He will study production line layouts, production forecasting, planning and control, inventory control, and quality control. He studies methods of determining and distributing expenses, and estimating material, labor, and tool costs. He makes flow charts and process sheets showing each step required in the manufacture of a product. He learns to make time and motion studies and the techniques helpful in measuring labor equitably.

Tool and die design technology graduates are employed in the fields of design and production engineering.

Occupational opportunities include tool designers, tool and die layout draftsmen, foremen, manufacturing process technicians, and methods technicians.

Quality and production control technicians are utilized to an ever-increasing degree in manufacturing and processing plants.

1st quarter	Hours
BsC1, speed reading.....	24
TcC1, technical math I.....	48
TcC4, technical drafting I.....	72
TcC8, physics I.....	48
TD1, machine processes I.....	168
Total.....	360

2d quarter:	Hours
TcC2, technical math II.....	48
TcC5, technical drafting II.....	72
PrL1, physics II.....	48
TD2, machine processes II.....	192
Total.....	360

3d quarter:	Hours
TcC3, technical math III.....	48
TD3, tool design I.....	72
TD4, machine processes III.....	156
TcC6, communications.....	60
PrL3, electricity.....	24
Total.....	360

4th quarter:	Hours
PrL15, technical math IV.....	48
PrL2, chemistry.....	24
TD5, machine processes IV.....	180
TcC7, technical report writing.....	36
TD6, electronic controls.....	24
TD7, tool design II.....	48
Total.....	360

5th quarter:	Hours
PrL10, mechanisms.....	48
TD8, metals processing.....	24
TD9, tool design III.....	72
PrL7, hydraulics and pneumatics.....	36
TD10, machine processes V.....	180
Total.....	360

6th quarter:	Hours
TD11, metallurgy (ferrous).....	48
BsC2, industrial economics.....	36
PrL14, strength of materials I.....	36
TD12, machine processes VI.....	168
TD13, precision instruments.....	24
TD14, castings.....	48
Total.....	360

7th quarter:	Hours
TD15, strength of materials II.....	48
TD16, metallurgy (nonferrous).....	36
TD17, jigs and fixtures I.....	56
BsC3, industrial human relations.....	36
TD18, quality control.....	48
TD19, dies I.....	136
Total.....	360

8th quarter:	Hours
TD20, strength of materials III.....	48
TD21, jig and fixtures II.....	48
TD22, supervisory.....	36
PrL21, time and motion.....	36
TD23, dies II.....	72
TD24, business machines.....	48
TcC9, research report.....	36
BsC4, fundamentals of management.....	36
Total.....	360

Tool and die design technology—Course descriptions

TD1, machine processes I: The fundamentals of bench work including measurements, layout, chipping, filing, and small assembly. Operation and construction of engine lathes, bench lathes, drill presses, performing such operations as turning, facing, drilling, threading, boring, reaming. Small hand and turning projects will be completed.

TD2, machine processes II: Additional experience in machine shop involving layout work setting up machine tools. Emphasis is placed on cutting speeds, feeds, tool machine maintenance. Student begins work which requires a high degree of accuracy and fine finish.

TD3, tool design I: The basic concepts of tool design. Emphasis will be placed on the language of tool designing. Each student will design a simple tool for actual application.

TD4, machine processes III: Instruction in the calculating, cutting, and measuring of spur, helical, worm gears; the making of tape, cutters, punches, and simple dies, jigs, and fixtures, use of vernier height gauges, protractors, optical comparators, optical flats, and other precision measuring tools.

TD5, machine processes IV: This course is designed to concentrate on lathes and lathe accessories. The course emphasizes the design of cutting tools and complex setups related to turning, boring, cutting threads, and tapers. Related mathematics calculations are utilized. Experiments are performed in the cutting of ferrous and nonferrous metals.

TD6, electronic controls: Extension of electricity into the field of AC electricity. This course will include a study of electromagnetic circuitry, inductance, capacitance, simple and multiphase circuits, transformers, regulators, single phase motors, circuit protection, and switching equipment, electrical instruments and measurements. Use of hydraulics and pneumatics as activation devices is also taught.

TD7, tool design II: This course will give the student experience on the drawing board. Covers the principles, practices, tools, and commercial standards of jig and fixture design. Problems involved will develop a knowledge of the principles of single point tools, turning tools, cutters, broaches, etc. and will acquaint the student with various types of jigs and fixtures.

TD8, metals processing: Covers the forming, fabrication, treatment, and inspection devices for metals and plastics in industry. Topics covered will include heat treatment of metals, powder metallurgy, welding, and allied processes, inspection and measuring instruments. Process capabilities and relative advantage of each process in relation to costs for equivalent results are emphasized.

TD9, tool design III: This course will continue on the drafting board, and the student will design cutting tools, gage design, punch, and progressive dies. The student will design to the use of air operated as well as fluid operated dies.

TD10, machine processes V: A comprehensive study of milling machines and milling machine accessories. Emphasis is placed on lathing tools, work holding devices, and complex setups relative to flat, contour, and angle milling, boring, and the cutting of gears.

A study is made of the various designs of milling cutters and their applications. The student will acquire knowledge and skills in the fundamentals of the tool and cutter grinder.

TD11, metallurgy (ferrous): The metallurgy of ferrous metals and their alloys and the constitution of properties of nonmetallic engineering material will be emphasized. The nature of a metals constitution diagram, metallographic examination, mechanical properties, and corrosion will be included. Laboratory testing of materials and an investigation of their behavior in basic applications supplement classroom instruction.

TD12, machine processes VI: A continuation of the tool and cutter grinder and emphasizes the grinding of various types of materials used in the manufacture of cutting tools. Additional studies are made pertaining to grinding processes involving surface and cylindrical grinders. The student will acquire manipulative skills and will apply measuring instruments to grinding operations.

TD13, precision instruments: A laboratory study in the application of inspection methods and the use of precision measuring equipment determining compliance of manufactured parts to blueprints and specifications. The individuals will obtain experience in the use of micrometers, vernier, and optical gages, blocks, indicators, light wave equipment, and optical comparators.

TD14, castings: A complete study of castings. Die casting, sand casting, permanent mold casting, cold chamber, gooseneck, plastic mold, investment, shell mold, slush molding will be included. A study of the application of each process will be included to give the student an understanding of each process as it would relate to particular conditions. A cost analysis will be used to show costs of the various processes.

TD15, strength of materials II: This course is designed as a study of nonferrous metals and is a continuation of PrL14.

TD16, metallurgy (nonferrous) II: A study of nonferrous metals with emphasis placed on composition, structure, working and

forming characteristics, physical and chemical properties, and practical applications of these studies.

TD17, jig and fixtures I: The student will design and build jigs and fixtures utilizing previous experience on a variety of machines. A comprehensive study of materials selection will be conducted. The student will be required to follow typical industrial procedures and tolerances.

TD18, quality control: This course is constructed to cover dimensional control, basic sizes, and applications of tolerances allowances and limits, theory of precision and nonprecision measurements, comparison measurements, industrial applications, experience with optical, electrical, and air limit gages and comparators.

TD19, dies I: Requires each student to select the proper material and build various types of dies using the experience and knowledge gained up to this point. Each student will work from typical industrial drawings, using standard industrial tolerances and fit the die to the particular application. Each student will follow the die project from beginning to the production stage.

TD20, strength of materials III: This is a continuation of course II. Each student will be required to work typical problems of industry involving strength of various materials. The problems will be concentrated in metals. A study of the various effects of time, temperature, and surroundings on metal will be considered. Students will be taught to select the proper metal for a given situation.

TD21, jig and fixtures II: Continued from the TD17 course. Each student will be subjected to more complex jigs and fixtures in this course. Air operated as well as fluid controlled projects will be considered. Actual production line jig and fixtures will be built.

TD22, supervisory practices: This course is designed to (1) develop self-confidence by providing basic training in public speaking. Each student will have an opportunity to develop a good understanding of personnel problems that face the modern supervisor in industry. The second part of this course is designed to give an understanding of setting up a training program effectively.

TD23, dies II: Continues the investigations and practices initiated in dies I (Td19). The student will build from drawings complex dies of a typical industrial design. Each student will use his experience and skills gained in the machine shop to build these dies. Each student will follow the work from selecting the materials to the actual die.

TD24, business machines: This course is designed to give the student a working knowledge of the various business machines as they may apply to his work. The adding machine and calculator will be used to solve typical industrial problems.

CORE COURSES—BASIC, TECHNICAL, PARALLEL

Basic core courses—Course descriptions

BsC1, speed reading I: A 24-hour course designed to increase the eye span and reading speed. Particular emphasis will be placed on comprehension and understanding.

BsC2, industrial economics I: An analysis of how the American business system works and the relationship between business and government through understanding of corporate structure, tax systems, and relationships between local, State, and Federal Governments.

BsC3, industrial human relations: An analysis of the basic functions of the superior, his related problems, and an approach to decisionmaking.

BsC4, fundamentals of management: An analysis of the basic functions of the superior

and his related problems and an approach to decisionmaking.

Technical core courses—Course descriptions

TcC1, technical math I: Review of arithmetic and the fundamentals of algebra; addition, subtraction, multiplication, and division; expression of stated problems in mathematical form; transformation of equations; fractions; factoring; exponents; roots; radicals; and an introduction of second order equations.

TcC2, technical math II: Review of algebra, geometry, and the fundamental concepts of trigonometry; use of tables; solution of right triangles; law of sines and cosines; special products of factoring; simultaneous equations; exponents and radicals; quadratic equations; logarithms and vector algebra.

TcC3, technical math III: This is a course designed to help students master applied analytical geometry. Mathematics used in solving problems involving vector and harmonic motion; complex rotation and vector algebra; functions and graphs.

TcC4, technical drawing I: An elementary course designed for students having limited or no drawing experience. Basic fundamentals are taught. This is a prerequisite to technical drawing II.

TcC5, technical drawing II: Use of templates; electrical circuit drawings, terms, symbols, and standards.

TcC6, communications I: Emphasis is placed throughout on writing, speaking, and listening. Student's weaknesses are analyzed and pinpointed, and the instruction is geared to improving skills in areas that are weak. The course is a prerequisite for technical report writing.

TcC7, technical report writing I: Techniques of collecting and presenting scientific data; informal and formal reports; special types of technical papers.

TcC8, physics I: Graphical and mathematical analysis of forces; law of motion, machines, mechanical power, strength of materials, fluid mechanics, thermal conductivity, and optics.

TcC9, research report: Individual assignment to the development of special interest to the student with the instructor's approval. A written report will be made. Frequent conferences are required between student and instructor to help guide the student's progress and the preparation of the report.

Parallel courses—course descriptions

PrL2, chemistry: A study of the fundamental principles of general chemistry including the common elements, equations, and types of chemical reactions. Emphasis is placed on the principles of inorganic chemistry and the application of these principles in the industrial processes. Laboratory exercises parallel and supplement the work in the classroom.

PrL3, electricity: Designed to give the student a thorough background in electricity typical of that found in industry. Subjects covered include matter and electron theory, magnetism, direct current, alternating current, Ohm's law, power sources of electricity, electric circuit, electromagnetism, motor control devices, and transformer and distribution systems.

PrL4, electron theory: Introduction to the technical concepts of electronic components and circuits. Principles of vacuum tubes and transistors, tuned circuits and basic circuits for power supplies, detectors, amplifiers, and oscillators, etc.

PrL5, engineering materials: The metallurgy of ferrous and nonferrous metals and their alloys and the constitution and properties of nonmetallic engineering materials (plastics, wood, concrete, etc.) and topics included are: the nature of metals, constitution diagrams, metallo-testing of engineering materials. Investigations of their behavior in basic applications supplement classroom instruction.

PrL6, graphic analysis: Graphic representation and graphic analysis; layout methods used in pattern and template work; graphs, charts, and plots; and introduction to descriptive geometry and graphic calculus.

PrL7, hydraulics and pneumatics: A study of the various types of fluid power equipment now available and the general functions which they perform. A description of proven hydraulic and pneumatic circuits for performing a wide variety of functions. Control circuits and safety devices are covered in detail as they apply to manufacturing operations.

PrL8, industrial electronics: Time constant and electronic timing circuits; photoelectric controls, welder and motor controls; saturable reactors and magnetic amplifiers; synchros and servomechanisms; induction and dielectric heating; radiation detection; and applications in the field of industrial control and automation.

PrL9, inorganic chemistry: Course includes basic considerations of atomic structure, stoichiometry, chemical equations, gas laws, kinetic theory, liquids, solids, solutions, acids and bases, chemical kinetics, electrochemistry, a study of hydrogen and oxygen, aqueous solutions, alkaline earths, and properties of the elements.

Laboratory work is designed to prepare the student for the more exacting procedures to be found in the later courses.

PrL10, mechanisms: Mathematical and drafting solutions of problems involving machine elements. Includes: linkage motion, velocities and acceleration of points within a link mechanism, layout methods for designing cams, belting, pulleys, gears, and gear trains.

PrL11, physics II: A study of sound covering wave motion, resonance, interference, intensity level, and the decibel; a study of mechanics including vector quantities, concurrent coplanar forces in equilibrium, uniformly accelerated linear motion, force and acceleration, work and power, energy forms and transformations, torque in equilibrium, uniformly accelerated rotational motion, unbalanced torque and rotational acceleration, moment of inertia, and centripetal acceleration and force.

PrL12, physics III: A basic understanding of magnetism, electrostatics, Ohm's law, resistance, batteries, electrical power, energy, heat, electrolysis, ammeters and voltmeters, magnetic fields and currents, electromagnets, electromagnetic induction, electric generators, electric motors, self-inductance and mutual inductance and a.c. and d.c. currents.

PrL13, shop processes: Student develops use of hand tools, machine tools, equipment, and various types of materials he will encounter in his work.

PrL14, strength of materials: The principle involved in the analysis of stresses which occur within machine and structural elements subjected to various types of loads such as static, impact, and dynamic. Analyses of these stresses are made, as applied to thin-walled cylinders and spheres, riveted and welded joints, beams, and columns.

PrL15, technical math IV: Applied mathematics involving the use of plane geometry, plane trigonometry of both right and oblique triangles, and the solid geometry of compound angles. Special emphasis will be given to the solution of tool and die problems involving these mathematical processes.

PrL16, electrical power systems—In plant: A study of the design, operation, and technical details of modern power distribution systems including generating equipment, transmission lines, plant distribution, and protection devices. System load analysis, rates, and power economics are studied.

PrL17, introduction to machine tools: General discussion of uses, capabilities, and characteristics of basic machine tools of industry. Actual experience on turning, mill-

ing, shaping, drilling, tapping, reaming, boring, and grinding machines.

PrL18, manufacturing processes: Discussion of metalworking manufacturing processes comprising all machining operations, metal stamping and drawing, die casting, investment casting, forging, rolling, extruding, drawing, spinning, gas welding, electric welding, spot welding, riveting, high energy forming, magnetic flux forming, grinding, lapping, sandblasting, barrel finishing, polishing, buffing, cleaning, plating, anodizing, phosphating, and other so-called factory operations. Advantages, disadvantages, peculiarities of each and conditions under which each would be used would be discussed.

PrL19, statistical quality control: Beginning course in statistical measurement and analysis. Use of probability tables would be stressed. Some experimentation and practical applications through lecture demonstrations.

PrL20, industrial engineering principles: Investigation of scope of industrial engineering, including job analysis, methods and standards, layouts and processing, manufacturing costing, and incentive systems.

PrL21, motion and time study: Techniques of motion and time study, processes and operation charts, multiple activity charts, micro-motion study, and stopwatch time study. Also of significance are the principles of motion economy, time study methods, standard data, and formula construction.

PrL22, production planning and control: Involves the most economical methods, machines, operations, and materials for the manufacture of a product. Also included is the planning, scheduling, routing, and detailed procedure of production control.

PrL23, vacuum tubes and rectifiers: This is a dual course that will teach the theory and applications of vacuum tubes as well as the theory and operation of rectifiers. Course begins with the history of vacuum tubes and continues with a study of the diode, triode, tetrode, pentode and power tubes, as well as multipurpose tubes and electron beam tubes. At this point the course will be devoted to teaching the theory and operation of rectifiers, including full-wave, half-wave, bridge typed, and multiphase rectifiers as well as voltage multipliers and dry disk rectifiers.

PrL24, basic electricity (dc): Electron theory, electrical units, Ohm's law, resistance combinations, meter connections, magnetism and magnetic circuits, electric power, characteristics of electrical conductors, inductance and capacitance; direct current generators, motors, and controls, and the use of common measuring and metering equipment.

PrL25, basic electricity (ac): Characteristics of alternating current waves, analysis of the behavior of alternating current components, phase and power factor, power measurements in delta and wye connected systems, two- and three-phase systems, application of vector algebra in the analysis of sines and parallel combinations of impedance.

(At this point Mr. COOPER took the chair as Presiding Officer.)

CIVIL RIGHTS

Mr. YOUNG of Ohio. Mr. President, ours must be a nation where no one should be forgotten, where the young have faith and the aged have hope, and where all must stand equal before the law and protected in all their civil liberties.

Before this session of the Congress adjourns, we shall be engaged in a great debate which I hope will lead to legislation establishing for all time first-class citizenship for all Americans.

There just cannot be any compromise on civil rights. There is nothing immoderate, arbitrary, or dictatorial in providing a comprehensive civil rights law.

For too long, 20 million Americans have been denied the basic rights our forefathers envisioned when they conceived the Constitution of the United States. It is left for us now to guarantee those rights to allow citizens the right to vote, to use public accommodations equally, and to be eligible for employment without discrimination. These rights have been affirmed in the courts as belonging to all Americans, not to almost all.

No greater domestic issue faces our country today than the problem of guaranteeing first-class citizenship for all Americans. Racial problems are, in reality, moral problems and not political issues. We should have no sympathy whatever for those who believe that the best the Congress should do for Negroes is to give them a license to fight for their God-given rights while Representatives and Senators remain idle by the roadside to see if they can win these rights. The Federal Government must not remain neutral or be a mere onlooker. Too often, those who speak out for States rights fail to lift their voices on behalf of civil rights. We, who are Senators of the United States, must exercise our responsibility to the Constitution and to millions of Americans who have heretofore been treated as second-class citizens.

Mr. President, I fervently hope that the Congress will stay in session and continue in session as long as necessary to pass the civil rights legislation which will be before us shortly. After the issues have been fully and fairly debated and after all Senators have been given an opportunity to express their views, during a period of some weeks, I would vote in favor of cloture. In the event that a cloture petition fails to win the necessary votes, we should then be prepared to remain in session as long a time as it takes to enact this legislation into law.

The argument has been made that a prolonged attempt to break a filibuster will cause serious hardship to some of our colleagues. The magnitude of the problem at hand does not justify this excuse for abandoning the fight for meaningful civil rights legislation or for accepting amendments which would make the bill nothing more than a half-hearted gesture. We who favor the President's proposals will protect any colleagues who for various reasons cannot suffer the hardships that will be involved in breaking a possible filibuster.

Frankly, we Senators of the United States have no right to speak of hardships when we look at the suffering and humiliation endured by our Negro citizens due to failure to deliver to them the full blessings of liberty provided by the Constitution of the United States to all citizens. To speak of hardships for Senators in breaking a filibuster when millions of citizens are denied the right to vote, the opportunity for decent employment, the right to equal education for

their children, the right to use public accommodations equally, is to make a mockery of the legislative process.

We of the United States of America have carried the torch of liberty higher and more proudly than have the citizens of any other nation in all history. On the other hand, we have shamefully tolerated social and economic segregation of 20 million of our fellow Americans.

These two traditions are mutually exclusive and one of them must yield. One hundred years ago Abraham Lincoln warned "those who deny freedom to others deserve it not for themselves; and, under a just God, cannot long retain it."

If our democracy is to survive, discrimination because of race or color must be eliminated. The breathtaking pace of modern life no longer permits slow, leisurely adjustments to reality. Time is wasting. We daily hear the struggle of our Negro citizens for full equality referred to as a revolution—a peaceful revolution. However, the ultimate course of revolutions is always uncertain if people who are revolting are faced with repeated setbacks and no redress for their legitimate grievances. This revolution must be resolved peaceably and without unreasonable delay. We in the Congress have the duty to act—and act wisely.

Lipservice is not leadership. Pious evasions do not solve problems but merely perpetuate them. To temporize is to encourage defiance of the law and contempt for the law.

We do not seek to establish new rights. We seek only to preserve old rights—rights as old as mankind itself. I have received letters from uninformed, or misguided, constituents who fear that the President's civil rights proposals will in some way infringe on their own liberties or way of life. Nothing could be further from the truth. There is nothing in these pending legislative proposals which will deliver to our Negro citizens rights or privileges which they do not already enjoy in the State of Ohio and have enjoyed in our State for years. I am proud of this fact, as all Ohioans should be. What this legislation will do is extend these rights to all Americans regardless of the States in which they live or in which they travel.

This legislation will not, by itself, abolish injustice. That must come through the growing understanding and good will of the people. However, it will at last extend the assurances of our Constitution, our Declaration of Independence, and our heritage of freedom to all Americans. It will be a step forward on the long path toward mutual tolerance and understanding.

In this regard, Mr. President, we must also keep in mind that we—and I refer to the white citizens of America—are not in reality giving anything. In assuring these rights to our fellow Americans we are only reassuring them to ourselves. Civil rights are for all of us. It is for our sense of decency, for our conscience, and for human dignity—our own and our neighbors. Those who for selfish reasons or out of prejudice and bigotry or for any other reasons are standing in the

way of constitutional rights for the Negroes of America are, in a sense, to be pitied. They are trying to hold back the tide of human progress, to halt the relentless force of the strength of the human spirit. It is a hopeless cause and a pitiful waste of human effort.

We are a Nation committed to justice. We cannot continue to deny to 20 million of our own citizens what we offer to the world. We in the Senate who fervently believe in the cause of civil rights must be prepared to achieve the fulfillment of the promises of the Declaration of Independence and the Emancipation Proclamation before this session of the Congress is permitted to adjourn.

THE AUGUST 28 MARCH ON WASHINGTON

Mr. BIBLE. Mr. President, August 28 should not be permitted to slip into history without the city of Washington, its leaders, and its residents taking the bow they so properly deserve as gracious hosts.

Two hundred thousand Americans from all sections of this land participated last Wednesday in one of the greatest single demonstrations in this country's history. This great Capital City could not have acquitted itself more admirably and proper note should, and must, be taken of that fact.

For several months, the leaders of this city and those in suburban communities, spent long hours making detailed plans to permit a large number of Americans to come to their Capital City and seek, by orderly demonstration, a redress of their grievances as guaranteed by the Constitution of the United States. Certainly, the detailed and thoughtful planning permitted this great demonstration to go forward in perfect order and with great dignity.

August 28 has now come and gone and the city of Washington has shown by putting its best foot forward that it has lived up to a reputation as the greatest capital city of the greatest nation in the world.

Singling out those who deserve praise, the individual citizen of the Washington area deserves the greatest as each lived up to the responsibility of welcoming Americans to their capital. Individually, the Commissioners of the District of Columbia government are to be commended and possibly the greatest accolade belongs to Maj. Robert V. Murray, Chief of the Metropolitan Police Department of Washington, who served as the commander of all control units. Through his cautious, yet firm and understanding, approach the many details in advance planning fell into proper place. Chief Murray, down through his many fine years as the commanding officer of one of the finest—if not the finest—metropolitan police forces in the country, has been schooled in handling unusual situations. Actually, unusual situations are not new to the Washington Police Department and Chief Murray's officers showed outstanding training. In many ways, the life of a policeman in Washington may well be more difficult than one in any other American

me in respect to this call for reevaluation of the timetable.

I ask unanimous consent that an editorial entitled "Disgracing America" published in the New York Times, of September 3, may be printed at this point in my remarks.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

DISGRACING AMERICA

Shame and indignation must be the reaction to recent events showing the disgraceful lengths to which some opponents of Negro equality in this country will go. In Tuskegee, Ala., armed and steel-helmeted State troopers acting under Governor Wallace's orders surrounded a school to prevent the admission, required by Federal court decree, of 13 Negro children; the school board has properly defied him, leaving the situation in confusion. In Plaquemine, La., Saturday night—when no court prohibition against demonstrations was in effect—mounted State troopers, electric cattle prods in hand, rode headlong into a crowd of Negro demonstrators, trampling children in the process. And here in the North, in a community 5 miles from Philadelphia, a howling mob of whites rioted, threw rocks, and inflicted property damage for 2 consecutive days in an effort to stop a Negro family from moving into a housing development. But in this last case, happily, the forces of law and order were on the side of the Negroes trying to exercise their legal rights.

We know that in contrast to these scattered incidents, many examples might be cited of recent orderly progress by Negroes, in cooperation with whites, toward greater equality. But every case in which force and violence—or the threat of such force and violence—are used against Negroes seeking to exercise the rights of free citizens in a democracy represents a stain upon America. It is also a potential danger, for violence invites counterviolence.

Less than a week ago some 200,000 demonstrators, most of them Negroes, marched to Washington to exercise their constitutional rights of petition. Refuting some predictions of unimaginable violence, it was a law-abiding and inspiring demonstration. The example of restraint and respect for constitutional processes contrasts strongly indeed with the spirit shown in the cases cited above. It will prevail finally in the cause of justice.

Mr. JAVITS. Mr. President, I ask unanimous consent that the replies of the majority leader on the question of timing made in the colloquy of August 19 may be printed at this point in my remarks.

There being no objection, the replies were ordered to be printed in the RECORD, as follows:

Mr. MANSFIELD. No, I would not give that assurance, because frankly that bill should be used as insurance.

I would not like to bring a bill to the floor of the Senate and see it amended to death. I would rather wait for a bill from the House which is a whole bill and, if necessary, meet it at the door, put it on the calendar, and then consider the whole spectrum rather than a part of it. I would assume that a bill passed by the House would have some kind of public accommodations proposal in it.

Therefore, on the basis of the two possibilities, the leadership must, in its judgment, do what it thinks best so that if at all possible a good and as whole a civil rights bill as possible, rather than a fragmentary portion, can be brought to the Senate for consideration, debate, and disposition.

Mr. JAVITS. I invite attention to the fact that, according to the latest press information, the Tuskegee high school is still closed by order of Governor Wallace, notwithstanding a court order, and notwithstanding the demand of the board of education.

Legislation may not open that school. But legislation and the effort to obtain legislation will certainly move in that direction, as one of the sections of the civil rights package of the President would give the Attorney General the right to sue in school desegregation cases.

If Governor Wallace were facing the Attorney General of the United States, as he may still be facing him perhaps later today or tomorrow, we might have a very different situation. In any case, what the country is going through demands more urgent action than is now contemplated in the Senate. Without claiming for myself a virtue which others possess in at least as high a degree as I do, in connection with an interest in proposed civil rights legislation, I only lay before Senators these new developments, which in my view dictate a reevaluation of the timetable as outlined by the majority leader.

Mr. HUMPHREY. Mr. President, I recognize the deep concern that the two Senators from New York have over the problems of civil rights and the necessity for effective and prompt action. I say to those Senators that the responsibility for scheduling proposed legislation rests with the majority. I cannot speak for the majority leader today or for the policy committee of the majority, which is now in session. But, as the assistant majority leader, I can say that the Senate will take up the President's civil rights program in full. We will not engage in tokenism. We will not be a part of any action that fritters away an effective program or that seeks to pass an emasculated bill. I mention the terms "fritter away," and an "emasculated bill" and "tokenism," because they were used on the other side of the aisle by the Senator from New York.

Certain Senators on this side of the aisle believe that the best way to obtain effective civil rights legislation, and not merely debate civil rights legislation, is to await the action of the House of Representatives, which has a record of producing strong, effective, and comprehensive civil rights programs. When that program moves to this body after House action, it should be placed on the calendar immediately by intercepting the House bill, or it might be sent to committee with a date certain for a report back to the Senate. Precedent has been established for such action.

We recognize the urgency of the problem. So does the Kennedy administration. The headlines that appear in today's issue of the Washington News are "U.S. Troops Set To Force Birmingham School Integration."

The Attorney General is on the job. The officials of the Department of Justice are on the job. Court orders are being obtained. Court orders will be enforced. The Attorney General of the United States already has the Supreme Court decision. He intends to see that it is enforced. But he also would like to

see the local authorities bring to bear upon these problems their sense of good judgment and responsibility with respect to the Constitution of the United States.

I assure Senators on both sides of the aisle that when civil rights legislation is ready to be acted upon in this body, it will be acted upon with determination.

Senators need not worry about any tokenism, because in any event, we shall not get away until Christmas. Senators might just as well plan on a full year in the Senate. If we have not finished the proposed legislation by the end of December, it will be taken up in January. There is no doubt about this. Other proposed legislation is also a part of the civil rights program. The bill now before the Senate relates to the training of unskilled people. Many of the unskilled people who are deeply affected are unskilled American Negro citizens.

The bill is before the Senate. But, Mr. President, for the Senate to hop, skip, and jump around on the basic civil rights program presented by the President title by title and article by article would be to indulge in a constant battle that would last for months and produce little, if anything. We propose to take up the basic civil rights program exclusive of its educational feature. We intend to take it up at one time and fight it out once and for all. For those who are worried that some of us may not be around or will lose our enthusiasm for the program, I suggest that we can lose enthusiasm in September just as well as in December. Enthusiasm is not related to the calendar. Enthusiasm is related to one's personality and sense of conviction. It surely has nothing to do with the time that we might bring up a piece of legislation.

I repeat that the civil rights program will be acted upon. It will be acted upon affirmatively and decisively for the attainment of comprehensive legislation. There will be no backing down or running away. If need be, the process of physical attrition will have to be engaged in in this body, with all-night sessions. We will act.

But, in the meantime, we have other things to do. We need education programs. We need tax legislation. We need legislation for the training of workers. Those items are all a part of the total challenge of civil rights. We can legislate fair employment practices, but if there are no jobs, there is little to be fair about. We need jobs. In short, a healthy economy is essential to equal employment opportunity. Make no mistake about it.

I can speak only for myself as a member of the policy committee and a member of the majority. But I can speak affirmatively and with strong advocacy and conviction. The people in New York, Minnesota, Pennsylvania, Colorado, or any other State whose Senators may momentarily be present in the Chamber can rest assured that there will be legislation. All Senators need to do is to be present, to argue for it, and to vote for it. They should stand up and be counted. This Senator intends to do just that.

Mr. JAVITS. Mr. President, will the Senator yield?

Mr. HUMPHREY. I yield.

Mr. JAVITS. No one respects more than I the sincerity of the Senator from Minnesota; and that also goes for the Senator from Montana.

Mr. HUMPHREY. I understand.

Mr. JAVITS. I only wish to leave two points with the Senate in this colloquy. First, just as it is the responsibility of the majority to set a program, so it is the responsibility of the minority, if it feels keenly about it, to endeavor to accelerate that program.

Mr. HUMPHREY. Exactly.

Mr. JAVITS. That is our duty, as it relates to the duty of the majority.

Second, I am inclined to agree with the Senator that the issue of enthusiasm, real as it may be, and of Senators remaining in the Chamber, is the lesser of the issues.

I hope that as the policy committee on the majority side and the majority leadership evaluate this question they will evaluate it substantively with respect to public tranquillity and public order. I am deeply concerned, and I think with great justification, based upon what we see almost every day, in developments in this field, that when we defer debating civil rights on the Senate floor, we defer it at the peril of something worse happening to us in this field than has happened so far.

It is our duty, in the minority, as we read these signs in the sky, to do our utmost to accelerate the timetable of the majority.

Mr. HUMPHREY. I see the same signs in the sky. I recognize the urgency of the situation. But I also recognize that if we wish to pass legislation in this body we must face the realities of the political situation existing in the two Houses of the Congress.

It is the considered judgment of the senior Senator from Minnesota that the best way to pass a civil rights program is first to permit the House of Representatives to act, to pass a bill and send it to the Senate—and then to have one battle on the major issues of the comprehensive civil rights program. We can take it up in the Senate and stay here and fight it out. We will fight it out.

I venture to say that on this side of the aisle there will be as many Senators standing firm as on the other side—or even more—and I hope there may be as many on the other side as on this side. It must not be a partisan matter. We will pass civil rights legislation. Let the word go out.

I shall have something to say about this legislation, because I shall be present and shall exercise leadership in this matter. I have been engaging in the civil rights struggle ever since I came into public life. I intend to see its fulfillment, its achievement, in this year—1963.

If it can be done in September, "hurray." If it can be done in October, two "hurrahs." If it can be in November, three "hurrahs." But if, in December, it will be the best Christmas present America has ever had.

Mr. MORSE. Mr. President, will the Senator yield?

Mr. HUMPHREY. I yield.

Mr. MORSE. I rise to say "hallelujah."

Mr. HUMPHREY. I thank the Senator. I appreciate his spiritual reference.

AMENDMENT OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

The Senate resumed the consideration of the bill (S. 1716) to amend the Manpower Development and Training Act of 1962.

PRIVILEGE OF THE FLOOR

Mr. CLARK. Mr. President, I ask unanimous consent that additional members of the staff of the Committee on Labor and Public Welfare may be accorded the privilege of the floor during the debate on the bill, S. 1716, to amend the Manpower Development and Training Act of 1962.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. CLARK. Mr. President, today morning business was concluded at approximately 15 minutes after 12 o'clock. It is now 2:30. During the ensuing 2 hours and 15 minutes able and distinguished Senators with unrivaled oratory have regaled a near-empty Chamber with orations and speeches on matters of great importance having nothing whatever to do with the bill before the Senate. This 2 hours and 15 minutes non-germane and irrelevant lapse I think demonstrates the important need for changing the rules of the Senate so that once important proposed legislation comes before this body we can pursue it until it is voted on one way or another.

I was about to proceed to discuss the pending bill, S. 1716, of which I have the honor to be floor manager, but I have been asked by the able minority leader to suggest the absence of a quorum in order that Senators may be notified that finally the Senate is about to get down to business.

So, Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MORSE. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Is there objection?

Mr. CLARK. Mr. President, reserving the right to object, my friend the Senator from Vermont [Mr. PROUTY], who is in charge on the Republican side temporarily, has requested that the quorum call be allowed to proceed a little further.

The PRESIDING OFFICER. The Senator cannot reserve an objection. He must object or refrain from objecting.

Mr. MORSE. I plan to make a speech. I doubt very much that Senators will want to hear it.

Mr. CLARK. Will the Senator tell me how long it will take?

Mr. MORSE. It will be one of my briefer ones.

The PRESIDING OFFICER. The Senate will be in order. Senators cannot debate during a quorum call.

Is there objection to the request that the order for the quorum call be rescinded? The Chair hears none, and it is so ordered.

CONDITIONS ON TAIWAN

Mr. MORSE. Mr. President, in a timely and informative article in the current issue of Harper's magazine, the former bureau chief of the United Press International in Taiwan has disclosed some pertinent information about conditions on that island.

I recommend this article by Mr. Albert Axelbank to everyone who has any interest at all in the American foreign aid program and in U.S. policy in the Far East. It is entitled "Chiang Kai-shek's Silent Enemies."

Mr. Axelbank depicts in all its ugly ramifications the details of the military dictatorship of Chiang Kai-shek over the territory and the people of Taiwan.

How many Americans are aware, for example, that Chiang's remnant Chinese army has ruled Taiwan by martial law ever since it arrived in 1949?

How many Americans are aware that the huge military aid program we maintain for what we call Free China also maintains the military government on Taiwan, and has enabled Chiang's hand-picked generals to play the dual role of military commanders and top officials of the Kuomintang Party?

How many Americans know that their military aid program enables Chiang's soldiers to rig and control elections?

How many Americans know that, while Taiwanese make up about 75 percent of Chiang's Army, virtually all its top ranking officers are Chinese, that half of this army is stationed on the offshore islands of Quemoy and Matsu as much to keep these men away from home as for any other reason, and that the Taiwanese soldiers on Taiwan itself are not issued live ammunition?

How many Americans know that the very country of Taiwan, which is being touted as an exhibit of the usefulness of our foreign aid program, had a literacy rate of 80 percent and a relatively high rate of industrial production before the Chinese ever arrived and before our aid program got under way?

These are some of the points covered by Mr. Axelbank. I am interested in his report that American military observers consider our military aid program there to have been worthwhile, because Chiang's army, navy, and air force are considered to be effective fighting units.

But whom they might fight does not seem to be of much interest to military observers. The conclusion I draw from Mr. Axelbank's article is that the demise of Chiang Kai-shek is going to bring a struggle for power on the island of Taiwan; that the military dictatorship we have built up there will last only as long as it can maintain its rule by force; that when the present generation of Chinese militarists passes from the scene, the people of Taiwan may well realize a modicum of self-rule; and that when that

any case, one private American organization—Asia Foundation—had subsidized Lei's magazine, and the U.S. Information Service in Taipei subscribed to more than 100 copies. Afterward, when Lei was imprisoned and the new party founded, American Embassy officials privately expressed keen disappointment.

The Formosa Garrison Command quickly pounced upon the new party. On September 4, 1960, Lei Chen was arrested on charges of sedition and, astonishingly, harboring a Communist agent. Simultaneously, police seized all of the new party's documents. At a 1-day military court martial, the balding, scholarly Lei was meted a 10-year prison term.

On the same day he was arrested, a court summons was served against Li Wan-chu, charging him with fraud in a housing construction deal. Henry Kao also was served (the same day) with three summonses, charging him with malpractice in office and burglary while mayor of Taipei 4 years previously. "With these charges," Kao said, "the Government has a noose around my neck which it can tighten whenever it wants to." In 1962, the police accused Kao's physician-wife of performing illegal abortions, apparently to continue the harassment of Kao and his family.

After Lei's imprisonment, at a military jail outside of Taipei, many Chinese scholars appealed to the Generalissimo to pardon him but to no avail. A mainland-born writer named Hsu I-chun visited Lei and wrote this description of Lei's prison life for the Democratic China magazine: "His cell is adjacent to the prison's toilet and in summer the stinking smell is so strong as to make breathing difficult. What is worse, his cell is incessantly invaded by swarms of flies from the neighboring toilet. In fact, Lei's daily exercise is swatting flies."

During 1961 and 1962 the Nationalist Government continued its crackdown against the China Democratic Party. One well-known Formosan arrested was Su Tung-chi, an outspoken councilman from Yunlin, central Formosa, who had been elected four times since 1945. The charges against him ("plotting rebellious acts against the government") appeared spurious; his arrest was, to many observers, an obvious reprisal for his recruiting activity. Moreover, Su had recently sponsored a strong resolution calling for a Presidential pardon of Lei Chen. It was adopted even though the Yunlin Council is dominated by Formosan Kuomintang members. Obviously, the government disliked an opposition leader with so much influence.

Su's wife, the mother of six small children, also was arrested for the fourth time in 90 days. She was charged with "failure to inform the police" of her husband's allegedly subversive activities. Outraged by her arrest, mainland Hsu I-chun protested against the government's "infringement on the human rights of this poor, helpless woman." He warned, in an article in Democratic China, that "the people will not forever stand idly by and tolerate such unconstitutional practices." A few days after the article appeared, Hsu was kidnaped by secret police.

I revisited Formosa for a few days in July of this year and learned that Mrs. Su was still in jail. Hsu was being held incommunicado at a camp for political prisoners.

At the time that Su and his wife were arrested, well-informed sources told me that hundreds of other Formosans were rounded up by police because of their connections with the new party. The Formosa garrison command admitted to me that 60 Formosans had been arrested at that time for subversion.

Coinciding with the Government's suppression of the new party movement was an assault against the few remaining newspapers and magazines that were not strictly

Kuomintang-controlled. Lei Chen's Free China Fortnightly was suspended indefinitely. Another magazine, the Humanist Monthly, was ordered suspended for 12 months for criticizing what it called the Government's political harassment of the new party leaders. Almost at the same time, a court sequestration order was issued against Li-Wanchu's Kung Lun Pao, charging Li with mismanagement of the paper. Within a few months the paper was grabbed up by Kuomintang interests. It was the sole surviving independent newspaper owned by a Formosan.

I am often asked if I was subject to censorship by the Nationalist Government. No, not directly. But the constant pressure which the Government put on Chinese nationals working as reporters for foreign newspapers, news agencies, and magazines certainly affected their news-gathering abilities. Within the past few years prominent Chinese newsmen who work for two large foreign news agencies have either been detained by police themselves or had members of their family arrested.

PROSPERITY DEVoured

However dishonorable may be the Nationalist Government's political record on Formosa, the Chiang regime must nonetheless be credited with some notable economic achievements. Perhaps the most striking example of success in this field has been the land-reform program, which was accomplished with the help of American advisers. Even violently anti-Kuomintang Formosans have kind words to say about it.

In 1949 only one-fourth of all Formosan farmers owned their own land. Many had to pay rents as high as 60 or 70 percent of their crop. After reforms, these rents were cut to a maximum of 37.5 percent; and the number of owner-farmers rose from about 210,000 to 470,000 in 10 years.

Agricultural production has also risen about 40 percent in the past 10 years, while industrial output has climbed 180 percent. An accelerated economic development plan, currently underway, aims to make the island entirely self-sufficient in from 5 to 10 years. But a rising population, land scarcity, and a staggering defense burden make such a goal appear unrealistic. Moreover, Nationalist officials disclosed early this year that the island was no longer self-sufficient even in staple food.

If land reform aided the farmers, excessive Government demands in the form of taxes have to a large extent negated these gains. At the end of 1961, for instance, the Government-controlled press admitted that increased defense taxes on the farmer had actually lowered his standard of living to almost what it was 10 years before.

To support Chiang's military establishment, which devours over 80 percent of the Government's budget, the United States pumps into the island about \$120 million annually in loans, grants, and food surpluses—much of this is listed as defense support—in addition to about \$90 million a year as strictly military aid. Since 1950, American aid to Chiang has totaled slightly more than \$3 billion.

Last year, to help meet its defense costs, the Government levied a highly unpopular 30-percent counterattack surtax. Formosans were irked not only because the tax hit their pocketbooks, but also because the tax was OK'd by the Legislative Yuan (which passed it in 10 minutes) where the number of Formosan Members is about 5 percent of the total.

Despite the high cost of American aid to Formosa, our military men say the money is well spent. They regard the island as a vital strategic link in our Far Eastern defense perimeter. They also rate Chiang's Army, Navy, and Air Force as very effective fighting units. More and more, however,

they are voicing apprehension over the island's future, particularly over the question of who will succeed the Generalissimo when he dies; and what will happen if the Formosans take over. (One ranking U.S. naval officer told me: "I want to be miles away from this island when Chiang dies.")

WHO WILL FOLLOW CHIANG?

Chiang, meanwhile, shows few signs that he will soon step down from his pinnacle of power. Though in advanced years (he'll be 76 on October 31), he still gives innumerable audiences to visiting dignitaries. Foreign guests are usually impressed with his benign smile, his almost cherubic appearance. With him at these receptions are usually his wife, Madame Chiang, or other top, Western-educated officials, who interpret for him. He can, however, lose his temper if things don't go his way. And many times, he scolds his Ministers and other high officials of his government as if they were errant schoolboys.

Speculation about Chiang's successor usually centers on two possibilities: (1) Vice President Chen Cheng will be the next Nationalist President (and party leader) under the Constitution. But Chen, at 66, is in frail health. Last year he was hospitalized for almost 4 months for various internal disorders. But if he felt strong enough to assume Nationalist leadership, many foreign observers say he would be a more liberal ruler than Chiang. (2) Chiang's son, Ching-kuo, will inherit his father's mantle of power. I believe that if this occurred, Ching-kuo would prefer to remain behind the scenes as the regime's strong man.

Whether Chen or Ching-kuo takes over the government in the future, it is certain that he will faithfully hold aloft the banner of counterattack against the Chinese Communist regime. Many Nationalist officials maintain that this slogan will have positive meaning so long as there is hostility between the United States and Communist China. The Nationalists realize they do not have the ability to launch any invasion by themselves; but war—or the threat of war—nourishes their regime.

Two other possibilities, often discussed in connection with the future, concern, first a deal between Taipei and Peiping, and, second, a revolt by the Formosans. Both appear to be very remote. The Nationalists and the Communists have discredited all talk of a deal. Chiang and his followers are traitors in the eyes of Peiping. But such a possibility can never be entirely ignored. Does this mean that Nationalist China is an unreliable ally? Only, I believe, to the extent that it chooses to act unilaterally, without consulting the United States. However, U.S. military commanders on Formosa are confident this won't happen.

If Formosans were to stage an organized rebellion tomorrow, it's likely that it would be crushed. Most Formosans believe that Chiang's police agencies, including the military police, can effectively control the 9 million Formosans. Today, seven or more Formosans cannot gather together in public—under the martial law—without first asking police permission. Nevertheless, there is some fear expressed that a spontaneous uprising, such as the "2-28 incident" of 1947, might be touched off again. Without a doubt, police are extremely watchful for any stirrings of revolt. This seems to be the reason that about half of the Formosans in Chiang's army are stationed on the offshore islands of Quemoy and Matsu—far enough away so they could not cause any trouble or Formosa. And on Formosa, very few soldiers, incidentally, are given live ammunition.

If a poll were taken now to determine what status Formosans want for their island, I am sure that at least a two-thirds majority would favor independence. Of course, such a poll is impossible since just the mention

of the words "independence" or "self-determination" on Formosa is taboo. But responsible Formosan leaders, both Kuomintang and opposition members, have told me that more than 90 percent of the people desire the establishment of an independent Formosan Republic—shunning both Communist and Nationalist Chinese ties.

A CONFUSION OF EXPERTS

Quite vocal on this subject is a militant group of Formosan exiles in Japan led by Dr. Thomas Wen-I Liao, a short, energetic Formosan who fled the island with some compatriots at the time of the 1947 massacre.

For 16 years Liao has confidently espoused the cause of Formosan independence: "Formosa for the Formosans." Most of his followers, and there are roughly a 1,000 of them in Japan, favor continuation of American aid to Formosa and close relations with the United States. In 1955 a group of these Formosans met in Tokyo and organized a Provisional Government of the Republic of Formosa and a Provisional Formosan Congress, and they elected Liao as President. The group appears to have numerous sympathizers on Formosa, but it is impossible to say how well organized this underground is. The press frequently reports arrests of suspected Liao followers.

The Nationalist Government, which considers Liao a traitor, has so far successfully pressured the U.S. State Department into withholding a visa for Liao, who has several times applied for one at the American Embassy in Tokyo. If he gets the chance, Liao, who received a doctorate in chemical engineering at Ohio State University, wants to plead his cause before the United Nations and the American public.

Some Formosans, who assume that the island's political complexion will remain unchanged for the next 15 or 20 years, foresee that the time will come when younger generation Formosans—and mainlanders who have become "Formosanized"—will live in harmony under a government run predominantly by Formosans. Other Formosans are pessimistic; they darkly envision eventual control over the island by Communist China—unless the island is soon sliced off from its present "Chinese" connections.

On Formosa earlier this year, I listened to a well-known Formosan passionately give his views on America's China policy. "When the U.S. supports Chiang Kai-shek it is supporting a dying regime," he said, adding, "Chiang wants to lead America into war with Red China. That is the only way he will ever get back to the mainland."

I agree with him. And I believe that a growing number of Americans also are critical of our aid to a government which suppresses the people and claims to be the "authentic" representative of China. Moreover, this policy is losing us many friends among the Formosans.

Because Washington gives strong public backing to Chiang, we are obliged to lead the fight in blocking Peking's entry into the United Nations although it appears that this stand works to retard a solution to the Formosa impasse. Obviously, the future of Formosa is tied closely to America's China policy; and I have heard a number of America's Far Eastern specialists say that no changes can occur in U.S. policy toward Formosa until there is a change in U.S. policy toward Peking.

The United States cannot, of course, officially favor self-determination or a plebiscite while the Nationalist Government exists in its present form. But America can do a number of things on Formosa to ameliorate the situation. The United States can tell Chiang: "Disband your secret police; permit anti-Communist opposition parties to exist; allow impartial supervision of elections; end martial law." Our Government might then

assess its aid program to Nationalist China in terms of how well these objectives are carried out.

In the past, our Ambassadors to Nationalist China have not used the weight of their office to encourage such reforms. At the same time, many U.S. Embassy officials in Taipei, while deploring conditions on the island, have clung to the argument that "We can't intervene in the internal affairs of a sovereign government."

However, experts on the aims and the politics of America's foreign aid are generally agreed that this aid—if accepted—should be an instrument of democracy, not a subsidy for repressive dictatorship. One such expert is Dr. Edwin O. Reischauer, an authority on Asia who is the present U.S. Ambassador to Japan. In his book, "Wanted: An Asian Policy," he says that America "should be working for the development of a democratic Formosa with all the economic and political tools at our disposal." Formosa's future, he adds, is a problem "on which we can exert considerable pressure."

I believe the time has come to tell Chiang Kai-shek that we will not tolerate his blatant suppression of the Formosans. The least we must do is insist that the Nationalists wipe out, right now, the terror on the island and allow the Formosans some of the democratic freedoms we claim to uphold and defend.

Mr. MORSE. I close by saying that a few days ago the President of the United States asked those opposed to the foreign aid bill to specify where they would cut it. For several weeks, day after day, week after week, with only a few days when a speech was not made because I was away on official business or for some other reason I could not be in the Senate, I have particularized as to where the foreign aid bill should be cut.

For the benefit of the President and his administrators of foreign aid, I shall continue, day by day, to particularize as to where foreign aid can be cut. To the President and his administrators I say: Slash it in Taiwan. Cut it in Taiwan. In my judgment the time is long overdue for drastically reducing military aid in Taiwan.

Tomorrow I shall give the President my next chapter as to where I believe his foreign aid bill can be cut.

I will not vote to restore the cuts of the House in foreign aid.

THE NUCLEAR SHIP "SAVANNAH"

Mr. LAUSCHE. Mr. President, on several occasions in the past I spoke about the embarrassing position in which the U.S. Government finds itself in its inability to sail the nuclear ship *Savannah* on the high seas.

The ship cost our country \$80 million. It is the pride of our creative ability. It was ready to sail several months ago. However, because of a dispute among union leaders as to how the ship was to be served and manned, this white and glowing vessel has lain dormant in U.S. ports.

Yesterday I learned that the labor leaders still are locked on the question of who shall do what particular type of work on the *Savannah*.

According to the Commerce Department, the issue has been settled by the awarding of a general agency contract for future operations of the *Savannah* to the

American Export Lines. The contract was awarded July 15, 1963.

Now comes the startling aspect of the present situation. The ship will remain idle for another 8 or 9 months, because it is necessary to undertake a retraining program for the new crew, and provide additional improvements.

The training program started on September 3, yesterday. It will extend for 12 weeks. Three separate classes will be trained, one of them a government crew, which will be licensed to operate the *Savannah*, if need be. The Maritime Administration will come to Congress and ask for \$1,600,000 to train the men to operate the *Savannah*. The members of the unions and the leaders of the unions who are in dispute about who shall do what type of work on the *Savannah* were trained at the expense of the U.S. taxpayers. Specific training was given to them at the expense of the taxpayers of the United States.

While the ship lay idle in port, those men knew that the Government did not have the men to operate the vessel. They knew that they were specifically trained to take charge of it. Knowing of the helpless position of the Government, they stood firm and refused to work unless the U.S. Government yielded to them.

I do not know how much was spent in providing specialized training to the men who are on strike. The figures show that we shall have to spend another \$1,600,000 to train a new crew.

I am glad that the Maritime Administration and the Commerce Department have taken hold of the situation to the extent that they have. However, I regret deeply the fact that for 1 year the ship has lain idle, with our Government helpless to send it on the high seas.

The labor leaders and the men who were trained by the U.S. Government ought to give recognition to the embarrassing position in which our Government finds itself. Self-respect ought to compel them to say, "We are in the wrong. We are not serving our Government properly. We will go back to work and repay our beneficent Government for the money it spent in giving us our unique training."

Mr. CLARK. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

AMENDMENT OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

The Senate resumed the consideration of the bill (S. 1716) to amend the Manpower Development and Training Act of 1962.

Mr. CLARK. Mr. President, I turn to the pending business, S. 1716. It is a little bill on a big issue. The bill itself is

only 11 lines long. It continues for a third year, or through fiscal 1965, which is June 30 of that year, the provisions of the Manpower Development and Training Act of 1962, which imposes the entire cost of the program on the Federal Government. In other words, it waives the provisions in the original bill, for 1 more year, which would require 50-percent matching on the part of the several States.

In determining whether to pass the bill, the Senate is really deciding—I hope today—to continue the Manpower Train-

ing and Development Act. However, if the extension is not passed, I think I can safely say, having heard all the testimony and having been chairman of the subcommittee of the Committee on Labor and Public Welfare which reported the bill, that the training program will die. It will die through apathy, just as it is getting off the ground; just as it is beginning to retrain in employable skills at the rate of 108,000 Americans per annum, retraining them in ways in which they will get jobs. Experience to date shows that 70 percent of those who have

completed retraining courses will get those jobs.

The program is at present operating in all 50 States and in Puerto Rico and Guam.

I ask unanimous consent to have printed at this point in the RECORD a table showing the number of projects, the number of trainees, and the amount of dollars allocated under the program to each of the several States.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

STATUS OF MANPOWER DEVELOPMENT AND TRAINING ACT PROJECTS

TABLE A.—Estimated 1963 training and allowance payment commitments for institutional projects approved August 1962 through June 30, 1963

State	Number of projects	Number of trainees	1963 commitments			1964 allowance payments for approved projects	Total program costs
			Total	Training costs	Allowance payments		
Total.....	1,504	57,643	\$45,901,241	\$32,627,408	\$13,273,833	\$24,945,814	\$70,847,055
Alabama.....	30	1,569	774,813	583,627	191,186	648,092	1,422,905
Alaska.....	3	110	179,338	153,334	26,004	77,109	256,447
Arizona.....	8	335	404,175	276,584	127,591	195,039	599,214
Arkansas.....	21	541	540,847	461,259	79,588	471,309	1,012,156
California.....	110	5,275	4,018,822	2,684,568	1,334,254	1,635,074	5,653,896
Colorado.....	14	290	309,544	222,728	86,816	433,138	742,682
Connecticut.....	66	3,315	829,478	590,294	239,184	221,166	1,050,644
Delaware.....	2	39	19,325	9,735	9,590	0	19,325
District of Columbia.....	10	785	530,219	431,638	98,581	306,535	836,754
Florida.....	21	820	549,451	387,757	161,694	320,728	870,179
Georgia.....	15	385	688,581	489,431	199,150	152,720	841,301
Hawaii.....	9	371	135,095	106,073	29,022	49,622	184,717
Idaho.....	3	80	88,302	53,401	34,901	66,119	154,421
Illinois.....	71	4,985	3,685,066	2,819,832	865,234	2,129,461	5,814,527
Indiana.....	23	1,113	949,069	684,088	264,081	599,625	1,548,694
Iowa.....	20	518	884,783	751,504	133,279	358,729	1,243,512
Kansas.....	21	624	634,581	546,260	88,321	668,926	1,303,507
Kentucky.....	59	1,584	1,585,225	1,159,070	426,155	1,522,856	3,108,081
Louisiana.....	42	1,218	372,358	315,924	56,434	82,196	454,554
Maine.....	9	433	566,743	301,551	265,192	178,312	745,055
Maryland.....	60	1,330	1,565,565	1,153,404	412,161	895,258	2,460,823
Massachusetts.....	68	2,366	2,157,280	1,620,118	537,162	1,375,908	3,533,188
Minnesota.....	30	675	916,780	624,250	292,530	381,777	1,298,557
Mississippi.....	5	125	201,386	89,511	111,875	26,233	227,619
Missouri.....	57	2,214	2,244,566	1,807,953	436,613	1,823,380	4,067,946
Montana.....	16	237	219,645	132,172	87,473	99,281	318,926
Nebraska.....	13	310	300,515	206,243	94,272	319,054	619,569
Nevada.....	13	365	273,286	200,418	72,868	127,110	400,396
New Hampshire.....	13	692	159,925	121,012	38,913	77,988	237,913
New Jersey.....	57	2,441	1,528,362	1,148,304	380,058	807,148	2,335,510
New Mexico.....	8	369	193,375	122,523	70,852	41,692	235,067
New York.....	64	5,394	3,132,244	2,703,213	429,031	1,355,754	4,487,998
North Carolina.....	34	916	802,183	664,233	137,950	428,672	1,230,855
North Dakota.....	14	243	348,362	235,137	113,225	446,556	794,913
Ohio.....	81	2,265	1,618,932	972,181	646,751	790,426	2,409,358
Oklahoma.....	30	811	795,768	475,399	320,369	342,955	1,138,723
Oregon.....	14	505	460,814	325,809	135,005	380,664	841,478
Pennsylvania.....	112	3,382	4,501,167	2,069,750	2,431,417	1,444,165	5,945,332
Puerto Rico.....	62	1,270	613,912	423,853	190,059	183,151	797,063
Rhode Island.....	13	241	430,054	344,594	85,460	120,836	550,890
South Carolina.....	15	436	320,558	172,211	148,347	109,325	429,883
South Dakota.....	3	130	174,985	140,498	34,487	202,089	377,074
Tennessee.....	30	759	985,210	655,590	329,620	521,400	1,506,610
Texas.....	36	1,419	1,139,297	929,337	209,960	853,079	1,992,376
Utah.....	8	336	191,021	89,161	101,860	113,585	304,606
Vermont.....	6	140	232,405	195,001	37,404	155,881	388,286
Virginia.....	20	750	640,943	519,376	121,567	436,318	1,077,261
Virgin Islands.....	4	90	19,000	12,454	6,546	19,000	19,000
Washington.....	16	1,725	613,428	546,241	67,187	347,793	961,221
West Virginia.....	20	449	480,834	271,871	208,963	111,964	529,798
Wisconsin.....	21	779	772,090	539,899	232,191	426,460	1,198,550
Wyoming.....	4	89	121,534	86,134	35,400	83,156	204,690

¹ Includes \$255 related institutional training costs for on-the-job training project.

² Includes \$1,889 related institutional training costs for on-the-job training project.

TABLE B.—Estimated 1963 training and allowance payment commitments for on-the-job¹ projects approved August 1962 through June 30, 1963

State	Number of projects	Number of trainees	1963 commitments			1964 allowance payments for approved projects	Total program costs
			Total	Training costs	Allowance payments		
Total.....	116	1,607	\$596,520	\$547,254	\$49,266	\$27,159	\$623,679
California.....	4	112	23,208	23,208			23,208
Connecticut.....	1	8	9,334	7,107	2,227	743	10,077
Georgia.....	1	20	4,512	3,660	852	2,176	5,788
Hawaii ²	1	16	847	847			847
Illinois.....	2	260	90,508	90,508			90,508
Kentucky.....	6	28	7,368	7,368			7,368
Maine.....	1	10	1,702	1,702			1,702
Michigan.....	17	126	36,505	36,505			36,505
Minnesota.....	7	112	16,084	15,744	340		16,084
Nevada.....	2	300	38,899	38,899			38,899
New Hampshire.....	3	34	10,877	7,405	3,472	6,560	17,437
New Jersey.....	4	21	14,321	13,211	1,110	2,858	17,179
North Carolina.....	2	28	7,430	6,970	460		7,430
North Dakota.....	2	60	10,406	6,206	4,200		10,406
Ohio.....	11	153	38,459	38,459			38,459
Oregon ³	1	20	7,776	6,886			7,776
Pennsylvania.....	1	50	41,578	27,078	890	1,360	42,938
Texas.....	4	21	11,857	11,857	14,500	6,000	27,157
West Virginia.....	39	166	186,237	183,309	2,928		189,165
Wyoming.....	7	62	38,612	20,325	18,287	8,362	46,974

¹ Programs operating through the Bureau of Apprenticeship and Training.² Excludes \$255 supplemental institutional training costs.³ Excludes \$1,889 supplemental institutional training costs.

TABLE C.—Estimated 1963 commitments for special research, experimental and demonstration training projects approved August 1962 through June 30, 1963

ON-THE-JOB TRAINING

State	Number of projects	Number of trainees	1963 commitments			1964 allowance payments for approved projects	Total program costs
			Total	Training costs	Allowance payments		
California.....	1	125	\$101,992	\$101,992			\$101,992
District of Columbia.....	1	25	27,250	27,250			27,250
Missouri.....	1	40	14,000	14,000			14,000
New York.....	5	420	298,545	298,545			298,545
Pennsylvania.....	1	60	16,800	16,800			16,800
Total.....	9	670	458,587	458,587			458,587

OTHER PROJECTS

State	Number of projects	Number of persons served	1963 commitments	1964 commitments	Total
California.....	2	3,000	\$305,621		\$305,621
Connecticut.....	2	600	126,060		126,060
Michigan.....	1	400	153,771		153,771
New York.....	1	20,000	2,000,000		2,000,000
North Carolina.....	1	600	140,000		140,000
Ohio.....	1	500	45,750		45,750
Pennsylvania.....	1	400	151,576		151,576
Total.....	9	25,500	2,922,778		2,922,778
Total program.....					3,381,365

Mr. CLARK. The program is just getting off the ground. There are good reasons why that is the case. The act was passed in 1962, but it was for an authorization only. The appropriation was not made until toward the end of the legislative session last year.

As is customarily the case with new programs of the Federal Government, a number of months were required to organize the program, to place it in operation, and to provide the necessary coordination between the employment offices in the 52 jurisdictions, the local school boards in the areas where such boards were responsible for the training programs, and the Department of Health, Education, and Welfare in Washington, where machinery was set up to enable that Department adequately to screen the training programs in the in-

terest of preventing boondoggling and eliminating waste. Therefore, it was not until the spring of 1963 that the program really got underway.

During that period, there was nothing to show for the program in the several States. During that period, some 29 legislatures met. From everything we have learned from the testimony and our contacts with the State employment agencies, the States were not alerted and were not aware that if they did not provide money for meeting the Federal program with matching grants, the Federal program would grind to a halt on June 1 of next year. Twenty-nine State legislatures will meet in 1964, for they meet only on a biennial basis. Accordingly, those States will have no opportunity, unless special sessions of their legislatures are called, to provide the matching grants

necessary to continue the program after June 30 of next year.

Accordingly, at the request of the administration, the Committee on Labor and Public Welfare held hearings to determine whether the proposal requiring State-matching grants should be postponed for 1 year. The conclusion was reached, unanimously in the subcommittee, and by a vote of 13 to 2 in the full committee, that it was the better part of wisdom not to kill the program just as it was getting off the ground. Whether or not proposed civil rights legislation were to be brought before Congress, I would strongly urge the passage of this manpower development and retraining bill. There is every reason why the program should be continued for another year, in order that its full benefits and the impact of the reemployment which it gen-

erates might be brought home to the general public.

Nevertheless, I feel compelled to note that this particular bill was recommended in the President's message on civil rights, which he sent to Congress on June 19, 1963. I quote from page 9 of that message:

Specifically, I now propose:

(A) That additional funds be provided to broaden the manpower development and training program, and that the act be amended, not only to increase the authorization ceiling and to postpone the effective date of State-matching requirements, but also (in keeping with the recommendations of the President's Committee on Youth Employment) to lower the age for training allowances from 19 to 16, to allocate funds for literacy training, and to permit the payment of a higher proportion of the program's training allowances to out-of-school youths, with provisions to assure that no one drops out of school to take advantage of this program.

The first part of the Presidential recommendation, namely, an amendment to the act to increase the authorization ceiling and to postpone the effective date of State-matching requirements, is contained in the pending bill, S. 1716.

A few minutes ago, I sent to the desk S. 1831, a bill which would enact the other recommendations of the President's program. That bill is in the form of a report submitted by the Committee on Labor and Public Welfare. That bill also cleared the committee by a vote of 13 to 2; but it is only the relatively narrow amendment to the act, dealing with waiving State payment for 1 more fiscal year and, accordingly, increasing the authorization for expenditures under the program, to take up the slack at the Federal level, which will now not become available at the State level, that we are dealing with today.

Mr. President, what I have said rather fairly states the purpose of the bill, its impact, and why it seemed to the very large majority of the appropriate legislative committee that the bill should pass. I shall be glad to answer questions by Senators.

Mr. LAUSCHE. Mr. President, will the Senator from Pennsylvania yield?

Mr. CLARK. I am happy to yield to the Senator from Ohio.

Mr. LAUSCHE. By what amount does the amendment increase the moneys available to finance the program?

Mr. CLARK. By \$161 million, which the President points out should be charged against savings made in other aspects of his budget.

Mr. LAUSCHE. How many State legislatures met in 1963, but failed to pass any legislation implementing the provisions of the Federal law?

Mr. CLARK. Twenty-five.

Mr. LAUSCHE. How many State legislatures passed laws indicating that they wanted to go along with the Federal Government?

Mr. CLARK. Four.

Mr. LAUSCHE. Did the four State legislatures which passed implementing legislation make any appropriations to finance their part of the obligation?

Mr. CLARK. Three of them did.

Mr. LAUSCHE. Three, or two?

Mr. CLARK. Three.

Mr. LAUSCHE. So only three of the State legislatures which met in 1963 indicated by their action that they subscribed to this Federal program, which this year will cost \$322 million, if the bill now pending before us is enacted?

Mr. CLARK. The Senator from Ohio is correct.

Mr. LAUSCHE. That is all I wish to ask.

Mr. RUSSELL. Mr. President, will the Senator from Pennsylvania yield?

Mr. CLARK. I am glad to yield to the Senator from Georgia.

Mr. RUSSELL. Was any consideration given by the committee to the provision of a system of loans to States that have not seen fit to cooperate until now, in order that this policy of Federal-State cooperation in the program might be maintained?

Mr. CLARK. This matter was not considered in either the subcommittee or the full committee. But having heard that an amendment along those lines was contemplated to be offered on the floor, we made a little study, and discovered that 22 States, including the State of Georgia, have constitutional limitations on the borrowing of money, which would make it impossible for them to utilize such loans.

Mr. RUSSELL. Of course, we have had that issue up before. A number of other States also have that constitutional inhibition on borrowing. Nevertheless, from time to time advances under other programs have been made to those States. I do not recall all of them; but that provision has been in the constitution of Georgia since the memory of man runneth not to the contrary. I believe it was in the constitution of 1795; and all the constitutions since that time have included it. Nevertheless, under the RFC, which was the first and only effort made in the Hoover administration to combat unemployment, loans were made to all States, including those which had such constitutional inhibitions. The States were more or less left with the responsibility of determining whether the loans were legal and valid. Nevertheless, such grants were made available to the States.

Mr. CLARK. I can only add that two of the most zealous opponents of this bill, the able Senator from Arizona and the able Senator from Texas, did not propose any such loans.

Mr. RUSSELL. I have not heard them suggested; but it did occur to me that we might maintain a semblance or a figment of Federal-State cooperation by advancing such funds to the States which decided to borrow them, but not pushing them on States which did not want to borrow them under any circumstances.

Mr. CLARK. That would require the calling of special sessions of State legislatures which otherwise would not meet until next year.

Mr. RUSSELL. Of course, if that were done, they could pass laws authorizing legislation. I was not proposing that that be done, and I have not had occasion to examine the language of those old acts; but I know it was true in

the case of the original Reconstruction Finance Corporation in 1931; and I am sure that on one occasion it was done in connection with the unemployment compensation payments. By Federal law, we advanced to the States sums in excess of what they were able to match. I have forgotten the exact conditions under which they were advanced; but it was done, and it was a token of good faith and trust that the State would carry on with the program.

I have not discussed the matter with the distinguished Senator from Arizona; I did not know he had brought up that question.

Mr. CLARK. He did not.

Mr. RUSSELL. After hearing the Senator from Pennsylvania explain the bill, it occurred to me, that that might be a solution. I do not propose to offer an amendment; but I wondered whether in the committee there had been any consideration of that procedure. We are going to have more and more of these programs as time goes on, it seems. Some of them are good; some of them are bad; some of them are indifferent. This one could be exceedingly helpful.

Mr. CLARK. Let me say to the Senator from Georgia that we on the committee would not have looked upon that with much favor, had it been brought up—for two reasons: First, because a good many of us—including myself—are acutely aware of the very heavy financial obligations under which all of the several States are suffering and the limitations on their taxing power, as a result of the taxes which have been stolen or preempted by the Federal Government, if one may say so, through the Federal income tax.

Mr. RUSSELL. Yes; the Government at Washington has preempted all such revenues. So it is very difficult for the States to finance any new programs.

Mr. CLARK. Furthermore, the staff counsel has advised me that in some instances it would be necessary for special sessions of State legislatures to submit referendums to the people before any such borrowing could be authorized.

Mr. RUSSELL. I have one other question. The Senator from Pennsylvania said this is part of the President's civil rights program. I am sure the Senator did not mean to leave the impression that the program would be confined to those whom the Census Bureau calls nonwhites. A white person would not be excluded, would he?

Mr. CLARK. No. Actually, we are fully as desirous of protecting the rights of white citizens, as I am sure the Senator from Georgia thinks some of us are of protecting the rights of Negro citizens.

Mr. RUSSELL. I hope that is true, because these days we hear a good deal about discrimination in reverse, and I would want the program made available to all citizens.

Mr. CLARK. I thank the Senator from Georgia.

Mr. GORE. Mr. President, will the Senator from Pennsylvania yield?

Mr. CLARK. I am glad to yield.

Mr. GORE. Will the Senator identify the three States whose legislatures have enacted laws providing for matching participation?

Mr. CLARK. The four States whose legislatures have passed enabling legislation are Connecticut, Kansas, Montana, and Tennessee. The three States whose legislatures have appropriated money are Montana, Tennessee—which has appropriated \$500,000—and Connecticut—which has appropriated \$200,000.

Mr. GORE. This illustrates a point I wish to make, although the State which I have the honor in part to represent is one of the four whose legislatures did pass enabling legislation and actually made the appropriations. What indication does the Senator from Pennsylvania have that other States—particularly those in the Appalachian area, where unemployment is quite severe—will follow the example provided by Tennessee and the other three States by participating in this program, if this bill to extend its availability for another year is passed?

Mr. CLARK. The best answer I can make is that the State unemployment services all over the country have been deluging us with telegrams and letters urging us to continue the program waiving State payments for another year. It is true that their enthusiasm is not visibly shared by the State legislatures—for reasons which the distinguished Senator from Tennessee can guess as well as I can. I note that in the State of Tennessee there are presently 30 projects underway, retraining 759 individuals, at a total cost of \$985,000, which is a combination of training costs and training allowances; and that for the coming year, 1964, the payment of another \$524,000 was authorized, but has not yet been made.

Speaking of Appalachia, I turn to the State of Kentucky, where 1,584 trainees are being trained on 59 projects at a total cost of \$1.5 million.

Alabama has 30 projects, with 1,569 trainees, at a total cost of \$774,000.

Georgia has 15 projects with 385 trainees, at a total cost of \$688,000.

West Virginia has 20 projects with 449 trainees, at a total cost of \$480,000.

Those are some of the States in Appalachia.

Mr. GORE. I noticed a most encouraging sentence in the committee report, which I now have difficulty in finding. The sentence states the percentage of trainees who have found employment.

Mr. CLARK. Seventy percent of the trainees have found employment. That was the testimony given to the subcommittee by Program Director Seymour L. Wolfbein.

Mr. GORE. That illustrates a point which I believe is vital. As the Senator knows, our industrialized economy is rapidly becoming more complex and automated. As a result, greater skills are required for people to obtain employment in industry. Therefore, I congratulate the leaders of my State for being progressive and vigorous in taking advantage of the program.

If Tennesseans wish to take the narrow view that the program is one of which only four States have taken advantage, Tennessee being one of them, and ask why it should be extended to others, I point out that unemployment is a national problem. The problem of training unskilled people and retraining people whose skills are no longer needed in the endeavor in which they have previously been engaged is a national problem. Therefore I join the Senator in the hope that the program will be extended for another year, believing that in that time other States will qualify and will participate.

Mr. CLARK. I thank my friend for his helpful intervention.

Mr. President, I ask unanimous consent that there may be printed at this point in the RECORD a list of the 20 prin-

cipal occupations in which individuals have received training. In each case 500 or more trainees have been trained. The list also includes the total number of trainees.

There being no objection, the list was ordered to be printed in the RECORD, as follows:

IV. Manpower Development and Training Act occupational training, leading occupations, by number of trainees (500 trainees or more), June 30, 1963¹

Occupation:	Trainees (to nearest 10)
1. Machine operator, general.....	4,020
2. Clerk typist.....	3,670
3. Auto mechanic, entry or specialist.....	3,650
4. Nurse aid.....	3,410
5. Sewing machine operator.....	3,270
6. Stenographer.....	2,960
7. Welder, all.....	2,950
8. Licensed practical nurse.....	2,350
9. Electronics assembler, wirer solderer.....	1,980
10. Clerk stenographer.....	1,760
11. Auto body repairman.....	1,400
12. Subassembler I (aircraft manufacturing).....	1,300
13. Electronics, mechanic or technician.....	1,270
14. Boot and shoe (cutter, stitcher, sewer).....	1,260
15. Waiter-waitress.....	1,140
16. Typist.....	1,080
17. Salesman.....	1,000
18. Draftsman.....	850
19. Cook.....	750
20. Secretary.....	610

¹ Provisional data, subject to final review of projects.

Mr. CLARK. Mr. President, I ask unanimous consent that a table showing the characteristics in terms of family status, age, education, number of years in the labor force, duration of unemployment, and other subjects, be printed at this point in the RECORD.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

V. Characteristics of trainees enrolled in 1,104 Manpower Development and Training Act training projects cumulative June 1963

Characteristics of trainees	Total	Male	Female	Percent	Characteristics of trainees	Total	Male	Female	Percent
Total enrolled.....	22,674	14,734	7,940	100.0	Education, grades—Continued				
Family status—Total.....	22,674	14,734	7,940	100.0	12.....	11,403	6,928	4,475	50.4
Head of family or household.....	14,364	11,334	3,030	63.7	More than 12.....	2,006	1,182	824	8.9
Other.....	8,193	3,323	4,870	36.3	Not reported.....	46	31	15	
Not reported.....	117	77	40		Years in labor force—Total.....	22,674	14,734	7,940	100.0
Age, years—Total.....	22,674	14,734	7,940	100.0	Less than 3.....	4,840	2,055	2,785	21.5
Less than 19.....	961	516	445	4.3	3 to 9.....	10,146	6,686	3,460	45.1
19 to 21.....	4,268	2,684	1,584	18.9	10 or more.....	7,491	5,893	1,598	33.3
22 to 34.....	10,179	7,349	2,830	45.0	Not reported.....	197	100	97	
35 to 44.....	4,764	2,797	1,967	21.1	Duration of unemployment—Total.....	22,674	14,734	7,940	100.0
45 and over.....	2,425	1,337	1,088	10.7	Less than 5.....	5,272	3,679	1,593	23.4
Not reported.....	77	51	26		5 to 14.....	5,923	4,403	1,520	26.3
Education, grades—Total.....	22,674	14,734	7,940	100.0	15 to 26.....	3,766	2,697	1,069	16.7
Less than 8.....	688	540	148	3.0	27 to 52.....	2,643	1,608	1,035	11.8
8.....	1,750	1,357	393	7.7	More than 52.....	3,985	1,543	2,442	17.7
9 to 11.....	6,781	4,696	2,085	30.0	Not reported.....	181	115	66	
					Family farm worker.....	61	51	10	3
					Underemployed.....	843	638	205	3.7

VI. Characteristics of Manpower Development and Training Act trainees enrolled in projects by race and sex, cumulative, June 25, 1963

Characteristics of trainees	Total	Total percent		Nonwhite percent			Negro percent			Racial data not obtained
		Male	Female	Total	Male	Female	Total	Male	Female	
Total.....	19,593	65.3	34.7	21.7	55.7	44.3	19.5	56.7	43.3	1,033
Family status:										
Head of house.....	12,409	79.0	21.0	21.4	70.0	30.0	19.7	69.2	30.8	621
Other.....	7,080	41.0	59.0	22.2	31.5	68.5	19.2	34.0	66.0	405
Not reported.....	104	66.0	34.0	16.5	56.2	43.8	16.5	56.2	43.8	7
Age, years:										
Less than 19.....	810	56.6	43.4	16.5	39.5	60.5	14.2	43.0	57.0	59
19 to 21.....	3,707	62.5	37.5	21.0	49.2	50.8	18.8	51.1	48.9	223
22 to 34.....	8,708	72.7	27.3	26.9	58.7	41.3	24.7	58.8	41.2	455
35 to 44.....	4,185	59.1	40.9	18.7	54.9	45.1	16.3	57.2	42.8	194
45 and over.....	2,134	55.1	44.9	8.6	62.9	37.1	7.2	64.6	35.4	102
Not reported.....	49	59.2	40.8	36.7	27.8	72.2	34.7	23.5	76.5	-----
Education, grades:										
Less than 8.....	575	80.0	20.0	21.0	74.5	25.5	16.4	74.4	25.6	50
8.....	1,489	79.0	21.0	11.5	69.8	30.2	9.6	75.6	24.4	77
9 to 11.....	5,823	70.2	29.8	23.7	64.8	35.2	21.5	65.7	34.3	324
12.....	9,889	60.7	39.3	20.8	49.0	51.0	18.9	50.1	49.9	484
More than 12.....	1,785	58.2	41.8	28.6	49.7	50.3	26.1	49.5	50.5	97
Not reported.....	32	61.3	38.7	12.9	50.0	50.0	6.5	100.0	-----	1
Years in labor force:										
Less than 3.....	4,186	42.7	57.3	24.5	31.6	68.4	21.0	34.0	66.0	269
3 to 9.....	8,720	65.9	34.1	22.4	57.8	42.2	20.5	58.1	41.9	472
10 or more.....	6,547	78.8	21.2	18.6	72.7	27.3	16.9	72.7	27.3	284
Not reported.....	140	51.5	48.5	33.3	40.9	59.1	31.8	40.5	59.5	8
Duration of unemployment:										
Less than 5.....	4,092	70.0	30.0	17.4	58.3	41.7	15.1	59.5	40.5	175
5 to 14.....	5,029	74.1	25.9	20.1	62.6	37.4	18.3	63.5	36.5	253
15 to 26.....	3,140	71.5	28.5	23.2	62.9	37.1	20.6	63.7	36.3	150
27 to 52.....	2,185	60.3	39.7	26.2	56.5	43.5	23.9	57.1	42.9	134
More than 52.....	3,343	39.6	60.4	25.3	37.8	62.2	23.2	39.8	60.2	223
Not reported.....	416	64.4	35.6	24.0	52.7	47.3	21.4	53.0	47.0	28
Family-farm worker.....	218	82.5	17.5	18.9	97.4	2.6	15.5	100.0	-----	12
Underemployed.....	1,170	72.2	27.8	20.1	51.1	48.9	18.5	51.9	48.1	58

Mr. CLARK. Mr. President, I now yield to the Senator from Ohio.

Mr. LAUSCHE. Mr. President, I wish to express commendation to the Senator from Pennsylvania [Mr. CLARK] for his objective presentation of the facts on this issue. They have been given without color and with complete impartiality. I am grateful to him for it.

Mr. CLARK. I thank my friend for his kind words.

Mr. President, I yield the floor.

Mr. RANDOLPH. Mr. President, we have listened to the informative presentation, as the Senator from Ohio has correctly characterized it, of the chairman of the Subcommittee on Manpower and Employment in relation to the pending measure, Senate bill 1716. The measure is sponsored by seven Senators. As indicated during the opening remarks of the Senator from Pennsylvania, it was reported from the Senate Committee on Labor and Public Welfare by a vote of 13 for and 2 against. As has been stated, the proposed legislation would defer for 1 year the State matching requirements for the program as required by present law. I shall not repeat the names of the four States which have participated by their authorization of matching funds, as required under the original act, for the year 1965. There has been informal indication that there will be opposition to the measure from those who have referred to the condition which they characterize as "foot dragging and general apathy" toward the program on the part of the States.

Nothing could be further from reality than to ascribe a general condition of apathy toward this program. I refer to the testimony of Secretary of Labor W. Willard Wirtz when he appeared before the subcommittee which is ably presided over by the Senator from Pennsylvania. Mr. Wirtz said:

We have received not a single * * * negative reaction from any State, and we have received positive reactions from almost all of them, with respect to the matter of the continuance of the program.

We desire to be fair in the presentation of the measure. Therefore, it is important for those of us who believe strongly in the pending legislation to point out that the failure of the States to authorize matching funds is not a direct or implied criticism of the worth of the Manpower Development and Training Act. It is an illustration of the inherent lag between the development of a relatively novel and highly constructive program at the Federal level and its implementation at the State level.

Twenty-nine of the State legislatures meet biennially in the odd numbered years. As has been stated, 25 of the State legislatures which met in 1963 took no action toward authorizing matching funds for the continuance of this program. Yet it is clear that this failure to act at that time did not constitute a rejection or opposition to the program.

I remind Senators that the budgets of the States were developed in late 1962. At that time the Manpower Development and Training Act program was in its early stages. As I know the able Senator from Tennessee [Mr. GORE] recognizes, although his State showed an alacrity which I commend, it was a relatively untried program as well as a novel program. It was inadequately understood by many of the members of State legislative bodies.

Mr. GORE. Mr. President, will the Senator yield?

Mr. RANDOLPH. I yield to my friend.

Mr. GORE. For whatever benefit it may be, I cite to the Senator the fact that these training programs are being

sought by many communities in my State. In the past week I read of a county court which met and unanimously adopted a resolution in favor of the location of one of the training schools there. As I said earlier, the complexity of industry, developing as it is, makes it necessary for people to attain technical skills in order to be gainfully employed.

Mr. RANDOLPH. The Senator from Tennessee states the problem accurately and concisely. I hold in my hand a page from the Charleston (W. Va.) Gazette, published this morning in our State capital city.

"Skilled miners in high demand," reads the five column headline. "Difficult to open new mines."

As the Senator from Pennsylvania [Mr. CLARK] and the Senator from Tennessee [Mr. GORE] know, coal mining is no longer an industry in which sheer manpower is required, as it once was. It is now mining by manpower with the assistance of machines. When a cutting machine knifes into a mountainside, 100 workers who were gainfully employed are displaced. Yet, in the mining industry itself, as the article by the business editor of the Gazette, George Lawless, states:

Competition for skilled coal miners is raging in West Virginia. And the industry battle for certain skills promises to get more fierce in the years ahead.

At the same time, the Nation's leading coal producer claims more than 20,000 unemployed miners—most of whom don't possess these needed skills.

I read further:

As a result of automation and increasing mine mechanization, the State's mine work force shrank from a high of 120,000 in 1947 to less than 40,000 today.

Mr. GORE. Mr. President, will the Senator yield?

Mr. RANDOLPH. I yield.

Mr. GORE. There is unemployment of more than 100,000 in this specific industry?

Mr. RANDOLPH. A decrease in the mine work force from 120,000 in 1947 to less than 40,000 today.

Mr. GORE. Is it not a choice of attempting to retrain as many of those workers as possible or of letting them face the dim prospects of marginal unemployment and perhaps subsistence on a dole?

Mr. RANDOLPH. The Senator is quite correct. I read further from the article:

With the pushbutton mining came an increasing demand for skilled men, principally electricians and maintenance workers.

The article also says:

We've been bringing in graduate engineers and taking some of our better looking younger people to put in training programs. Ultimately they will be qualified.

I ask unanimous consent that the article, to which these references have been made and about which the colloquy has ensued, may be printed in the RECORD at this point.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

DIFFICULT TO OPEN NEW MINES: SKILLED MINERS IN HIGH DEMAND

(By George Lawless)

Competition for skilled coal miners is raging in West Virginia. And the industry battle for certain skills promises to get more fierce in the years ahead.

At the same time, the Nation's leading coal producer claims more than 20,000 unemployed miners—most of whom don't possess these needed skills.

This job paradox was pointed out last week by former Gov. Cecil Underwood, a vice president of Island Creek Coal Co. He told members of the West Virginia Chamber of Commerce: "There is a shortage of skilled workers which makes it difficult to open new mines."

As a result of automation and increasing mine mechanization, the State's mine work force shrank from a high of 120,000 in 1947 to less than 40,000 today. But with the pushbutton mining came an increasing demand for skilled men, principally electricians and maintenance workers.

"The potential for hiring is not good," says Melvin Triola, executive secretary of the Logan Coal Operators Association. He said electricians are "hard to get and hard to hold—they're in such demand everywhere."

Logan County produced 14,979,429 tons of coal last year, tops in West Virginia. In the past year, Island Creek opened four new mines in the county. It was the apparent difficulty in staffing these mines that led to Underwood's observation, but the situation is common throughout the State.

"There is a definite shortage of maintenance personnel," said a spokesman for one of the largest coal operations in McDowell County, the State's second largest coal-producing area. He said these qualified workers are going to satellite industries such as mining machinery manufacturers both in West Virginia and neighboring Ohio. "We've been bringing in graduate engineers and taking some of our better looking, younger people to put in training programs. Ultimately they will be qualified."

Another top coal operator complained that several of his top mechanics and electricians had been lured away to defense industries. "I know of at least two who are now working at Cape Canaveral," he said.

Paul Morton, president of Cannelton Coal Co. in the Kanawha Valley, said Tuesday that

his firm had as yet experienced no difficulty in attracting technicians. "We have a better area to draw from. People like living in this area better than in Logan or McDowell. So far, we've had more problems with producing supervisory personnel."

Morton and other coal men explained that because of the seniority panel in the wage agreement with the United Mine Workers of America, younger miners aren't attracted to the industry. Older miners who are now in supervisory positions will be nearing retirement age in the next decade or so, and there are no younger men to replace them.

"When we've used up the older miners on the panel," Morton said, "we'll be up against it in another 10 years."

Triola points to the replacement problem as one of critical importance. In a study of potential mine employees made among Logan County high school graduates recently, he found:

Of 339 male high school graduates in Logan high schools last year, a total of 106 entered college (31.3 percent); 57 entered the armed forces (16.8 percent); 43 left Logan County to seek employment elsewhere (12.7 percent) and 22 found employment inside the county but outside the coal mines.

"That left only 111 young high school graduates remaining for potential mining employment. But when you consider that some of these may be handicapped or can't pass a physical for mine work then you see it doesn't leave much to draw from."

He noted that coal mining today offers a high-paying opportunity for those with the necessary skills. Last year the average wage in West Virginia was \$6,580. "An electrician, for example, is the highest paid hourly worker around the mine. He gets a base wage of \$26.68 for an 8-hour day."

Why are young people no longer attracted to coal mining? Triola feels it is because of the seniority system, which protects the older miners in their jobs, but discourages young miners from trying to move up to a new job classification or supervisory level.

"In a layoff," he explains, "the youngest man in a classification is cut off first. As the work force continues to reduce because of automation, we tend to have a work force of older employees."

"When the younger man are needed, they are no longer there. They're not going to stick around. They leave the industry because there is no inducement for them to stay. They feel that even if they go to work in the mines it is just a matter of time until they get cut off. There's just no future for them."

Mr. CLARK. Mr. President, will the Senator yield?

Mr. RANDOLPH. I yield.

Mr. CLARK. I believe the RECORD should show—and I should have so stated in my opening remarks—that the Senator from West Virginia is the principal sponsor of the bill. He reported the bill to the Senate from the committee. On several occasions he was kind enough to preside over hearings when it was impossible for me to be present. He has followed the bill with great zeal, and is probably the leading expert on the subject in the Senate today. I commend him and thank him for the speech he is making in support of the proposed legislation.

Mr. RANDOLPH. The Senator from Pennsylvania is very gracious. I assure him that it is my responsibility to join Senators who have sponsored the bill, those on the Committee on Labor and Public Welfare and other Senators on both sides of the aisle, in moving to suc-

cessful passage this vital and urgent measure. I think the Senate will respond affirmatively to the proposal.

It was evident during the hearing on S. 1716, and, of course, on other amendments to the Manpower Development and Training Act—that the Congress, in enacting the original measure, admittedly did not allow adequate time for the development of the program and its assessment by the States before the deadline, when the States would be called upon to authorize matching funds.

So in proposing this amendment of S. 1716, we have come to the Congress in an effort to repair that impediment.

We are not considering a problem which is going to emerge 5 years from now. As the Senator from Tennessee [Mr. GORE] has said, it is at this moment a problem of national scope. It is a serious problem in the Appalachian States and in certain other States. It is here now. Whereas there has been automation in manufacturing and in mining, automation—by whatever word one wishes to characterize it—is now moving into the field of goods and services, marketing, and the activities of the Government itself, in the various agencies. For example, the Census Bureau has 50 statisticians today doing what it took 4,100 persons to do 10 years ago. In the Internal Revenue Service, in processing data on returns, 80 persons are today doing tasks which were carried on by more than 4,000 persons only a few years ago.

The ragged edge of a rail strike of a few days ago, with all its implications for a shutdown of a major portion of the freight carrying facilities of the country, had its basic cause in the loss of jobs. There are 40 percent fewer railroad workers handling the freight cargo of the United States, which is not much less than it was a few years ago. The problem daily becomes more acute. That is the reason why we faced a possible strike.

Two hundred thousand fewer persons a year are living on our farms. This attrition goes on every 12 months. People do not desire to go into the cities from our rural sections merely to make a move; it is because mechanization of the farm is a reality, as is mechanization of our transportation facilities, processes of mining and manufacturing.

So when the Senator from Tennessee speaks, as he did, so eloquently, although in brief remarks, about this problem being a national one, his statement is abundantly true.

Whereas the problem came with tragic impact a few years ago in West Virginia with the mechanization of our mines, and it is already moving into practically all other sections of our country.

I have faith that, regardless of party, Members of the Congress will respond to the urgency of continuing the program, because to return this measure to the committee would be to kill it. To propose loans would strike at the very core of the effort which is now emerging into a workable program.

We come forth today indicating that there was not sufficient time for the States to assess the program prior to

their authorizing matching funds; we are attempting by this amendment to repair the deficiency.

The question of maintaining the present rate of progress in our manpower training program is of the utmost immediacy and urgency. To refer again to the testimony of Secretary Wirtz before our committee, the Secretary stated that:

We have just finished the first year of the administration of this program. We finished * * * with considerable pride in the accomplishment. The thing has just been moved into high gear. And * * * it will slow down from here on out unless this matching problem is met, and met immediately.

The Congress must not allow this program to be placed in jeopardy because of the calendar of the State legislatures. The manpower development and training program is now in full stride, having passed its target enrollment of 60,000 for fiscal 1963, and is now maintaining an enrollment level of 108,000. Of those who have completed their training, an astonishing 70 percent have been placed in jobs for which they were trained under the Manpower Development and Training Act.

Yet, if S. 1716 is not enacted in this session, the entire—and I emphasize the word "entire"—manpower development and training program will be crippled. The original goal established by the Manpower Development and Training Act provided for the training of approximately 400,000 of the unemployed during the 3 years authorized for the program. This is hardly an extravagant program, in view of the continued rate of unemployment which hovers near 6 percent, with more than 4 million workers in a state of enforced idleness.

The original Manpower Development and Training Act program envisaged the training of approximately 200,000 persons during its third year. With this goal in view, the Congress authorized the appropriation of \$161 million for this period, with the expectation that the States would match this with an equal amount. As has already been pointed out, however, at the time the budgets of the States were being drawn for fiscal 1963, the program had not been in operation long enough or on a sufficiently wide scale to elicit cooperative action from the State legislatures which convened in 1963. Twenty-five of those States—those which did not act this year—will not again have the opportunity until January 1965, 6 months after the deadline in the original Manpower Development and Training Act.

There are, therefore, only two alternatives before the Congress: to reject the remedial action proposed in S. 1716, and thereby cripple the manpower training program in all of the States; or enact S. 1716 to authorize the additional \$161 million, and thereby help move the American economy forward by maintaining the thrust of the original intent of the Congress as expressed in the enactment of the Manpower Development and Training Act in 1962.

Today or tomorrow, when the vote is finally taken—and I trust it will be within a few hours—there will be an opportunity to accept the proposed

amendment to the Manpower Training Act.

Mr. President, I cannot overemphasize the urgency of the need for S. 1716. As I have previously stated in the Senate, the Subcommittee on Manpower and Employment has for many months been conducting hearings on the entire range of manpower and employment problems. From every source of testimony we have received evidence of the drastic toll on our human resources being taken by unemployment.

Especially is this so among our young people. As Secretary of Labor Wirtz pointed out in testimony before our committee, although employment rose last year by some 800,000, unemployment also rose by 400,000 as a result of the continued growth of our labor force. The main impact of the increase of the jobless fell upon our most youthful group of workers. There were, in fact, 300,000 less jobs in June 1963, for young people under 20 than there were in June of the year preceding.

The administration has embarked upon a broad program to ameliorate the problems of our disadvantaged youth. The Manpower Development and Training Act is an essential part of that program. By deferring for 1 year the date at which the States must provide matching funds, the Congress will enable the Manpower Development and Training Act program to proceed with the task of making our young people more employable and providing them with a broader foundation in work skills. This program must not be placed in hazard by the calendar of our State legislative sessions nor by the contingencies of economic expansion and contraction. The need for maintaining a consistent level of activity in this program should be equally apparent to those who administer it, in such matters as the approval of training programs under the act and the application of the test of a reasonable expectation of employment.

Though I would offer this precautionary advice to those who administer our manpower program, my primary responsibility is to bring to the attention of the Senate the preeminent importance of the need to enact S. 1716 and provide the additional authorization to keep the manpower program going at full strength. I therefore join the senior Senator from Pennsylvania [Mr. CLARK], who has provided such active leadership in the Manpower and Employment Subcommittee, in urging the Senate to approve the amendment under consideration. I have been joined in proposing S. 1716 by Senators CLARK, McNAMARA, PELL, KENNEDY, McINTYRE, and RIBICOFF. It is our belief that this measure is needed to insure the training of workers without cutting the very heart of the manpower program.

I recently returned from 5 days in my own State of West Virginia, where I found that the compelling need for the passage of the pending bill, to continue the Training Act unimpaired, is understood by our people. I believe Congress, if it carries this program forward, will do much not only to alleviate unemployment in our Nation, but also to enable us to meet the problems generated by the

technological revolution of American industry. I therefore recommend approval of the pending measure.

The PRESIDING OFFICER. The question is on agreeing to the committee amendments en bloc.

The committee amendments were agreed to en bloc.

Mr. GOLDWATER. Mr. President, I have listened attentively to the very able presentation made by the distinguished Senator from Pennsylvania [Mr. CLARK] and the equally able presentation made by the Senator from West Virginia [Mr. RANDOLPH]. It is difficult to stand on the floor of the Senate and be opposed to retraining in general. It is like being opposed to mother love and wide roads.

However, some questions existed in the minds of the minority members of the Committee on Labor and Public Welfare; and I feel it is incumbent upon me to speak about them.

Senators who oppose the enactment of the proposed legislation are not opposed to retraining. I believe most Senators have committed themselves to further expenditures in this field in the President's civil rights package. They feel that training is constantly needed. However, we do not feel that the Federal Government should be the sole judge of where and how the training should be conducted.

We do not deny that there is something wrong, something that has been wrong for some time, something that crosses the paths of two administrations.

We must admit that there is something wrong, because there is continued unemployment at a rate which I do not believe anyone can find acceptable.

In July, according to the Economic Indicators, our unadjusted rate of unemployment ran at 5.7, which, while it is considerably better than it was in January, is a little worse than it was a year ago.

Retraining is a necessary thing. I believe basic training is urgently needed. That is one of the reasons why many Senators on this side of the aisle have supported vocational training and junior college proposals, and talked about and supported interest in industrial-type high schools or manual training high schools, aimed at young people who are not going through high school and never had any intention of going through high school. These problems could in large measure be solved. I remind Senators that the dropout rate when I was in high school was higher than the one we are experiencing today. In those days, however, a young boy who knew he was not going to finish high school could go to an industrial high school or a manual training high school, whatever the case might be, and there acquire some skill.

I agree with the proponents of the bill that today there is little or no demand for unskilled labor. The idea that if one cannot do something with his hands, he can always get a job using a pick and shovel, is a fallacy. Those days have passed. Automation has moved into the fields of the pick and shovel to the point that such jobs do not exist. It is to that group that the proposed legislation is directed.

Another factor I wish to touch on, other than the drop-out situation and the need for employment at higher skilled levels, is one I mentioned earlier, which at least crosses over the administration's proposals, and probably more than that.

The only way in which jobs can be created is to have more capital investment. Capital investment is the lifeblood of any free enterprise economy. This has always been true. During or immediately following the years of high capital investment, unemployment has been reduced. As I look at Economic Indicators for August, I note that in 1957, capital investment, under the heading "Expenditures for new plant and equipment," was \$36.96 billion. It dropped the next year, and then started to rise slowly. But the rate this year, 6 years after 1957, if the Indicators prove to be true, will be \$39.24 billion, an increase in 6 years of \$2.28 billion; or, to put it another way, an increase of about 5 percent over the 6 years.

We can retrain to perfection every unemployed person in the country; but if there are not jobs for them to step into, the retraining is wasted. Particularly is it wasted upon a man who wants to work. He does not want to be on relief. He wants to work with his hands and brain. He wants to be productive.

So before I proceed with my basic argument against the proposal, I call the attention of Senators to what I consider to be the real problem in the employment picture in America today. Our tax structure is so lopsided, difficult, and unfair that investment is not encouraged. More money is available for investment today than at any other time in the history of the country. If my memory serves me correctly, the amount is in the neighborhood of \$400 billion in savings by the American people. This money is not being invested in new capital equipment, new factories, or new buildings at the rate I feel it should be invested, in order to relieve the basic unemployment problem. What should the rate be? I do not know. As a onetime businessman, I should judge that possibly a rate increase of 4 to 5 percent a year would produce the desired results. If that were true, instead of the figure running slightly more than \$39 billion this year, compared with \$36.96 billion in 1957, we could possibly expect it to be in the nature of \$75.90 billion being spent for new equipment and factories in this year.

We can talk indefinitely about unemployment and education, and about what we intend to do for area redevelopment; but until this Congress or some subsequent Congress attacks the basic problem, which is wrapped up in taxation and is depriving the American wage earner and investor of initiative and ambition, and particularly the desire to have his money work for him, there will be a continuation of the unemployment problem throughout the country.

There must be some reason for the failure of the States to exhibit more interest than they have. I have read the hearings carefully. I have read the report carefully. I cannot find the answers that I think we should have, al-

though possibly we cannot get them. I read from page 61 of the manpower retraining hearings before the Subcommittee on Unemployment and Manpower of the Committee on Labor and Public Welfare in the first session of this Congress. This report was submitted by Dr. M. D. Mobley, executive secretary of the American Vocational Association. The title of the report is: "Summary of Replies from State Directors of Vocational Education Regarding Matching Funds for the Manpower Development and Training Act for 1965."

At the outset, I invite the attention of Senators to the fact that the replies are from State directors of vocational education; they are not from the State legislatures or the Governors. Perhaps there would have been a much better understanding of what direction should be taken legislatively had we heard from the people charged with the responsibility of accepting the matching fund programs. The report contains a series of questions that Dr. Mobley answered. I shall read the questions and the answers:

1. If MDT matching funds for vocational education were requested from your 1963 legislature, indicate amounts requested.

Thirty-six States replied "none." Other States replied with amounts ranging from \$83,000 to \$3,150,000.

2. If MDT matching funds for vocational education were appropriated by your 1963 legislature, indicate amount appropriated.

Three States indicated that funds had been appropriated. One of these three States received one-half of the amount requested and no funds were earmarked for training or allowances.

3. If MDT matching funds for training allowances were requested from your 1963 legislature, indicate amount requested.

Thirty-nine States replied "none." Other States replied with amounts ranging from \$100,000 to \$3,150,000.

4. If MDT matching funds for training allowances were requested from your 1963 legislature, indicate amount appropriated.

None of the States had any funds appropriated.

5. If MDT funds for vocational education are to be requested from your 1964 legislature, estimate amount to be requested.

Forty States indicated "none." Other States replied with amounts ranging from \$50,000 to \$2 million.

6. If MDT funds for training allowances are to be requested from your 1964 legislature, estimate amount to be requested.

Forty-six States replied "none." Other States replied with amounts ranging from \$50,000 to \$2,500,000.

7. Will your State be able to participate in the Manpower Development and Training Act program when matching is required?

Thirty-four States indicated "no." Six States answered "yes." Other States replied "doubtful," "probably," "questionable," "depends," "only to a limited extent," "very unlikely," and "yes."

I note that the report is dated July 3, 1963. As was stated in the minority views, the purpose of the bill, if enacted, would be to eliminate the provision contained in the Manpower Development and Training Act of 1962, requiring State matching for the fiscal year beginning July 1, 1964. Since the States would be relieved of their financial responsibilities under this program, the Federal Government would be required to finance 100 percent of the cost of the Manpower De-

velopment and Training Act for fiscal 1965, at a cost of \$322 million.

The reason why I read the report submitted by Dr. Mobley was to set forth the questions that arise in the minds of Senators who oppose the enactment of the bill.

Why have so many States refused to participate in the program? I am sure I have no pat answer for all the States. I cannot even give an answer as to why my State of Arizona has not participated, unless it be that under our vocational training program the State director or Governor or legislature may feel that the program is not needed. This question has not been answered. I would appreciate answers to it, because I think they would have some effect on the final disposition of the program.

Since the enactment of the Manpower Development and Training Act in March 1962, only three States, namely, Connecticut, Montana, and Tennessee, have enacted enabling legislation and completed action appropriating funds in order to receive Federal matching grants under this program. The legislatures of the remaining 47 States have either taken only preliminary action or no action at all.

Because of the overwhelming lack of response to the Manpower Development and Training Act by the State legislatures, the administration now urgently requests the Congress to waive the requirement for State matching and to allow the Federal Government to foot the entire bill.

Again, Mr. President, if we had had from the States some understandable answers as to why they were not interested in it, when all of the funds are Federal Government money, we might better be able to understand why the administration is urging the action it is urging today.

I may say that this act was passed in March 1962, and since that time every State legislature has met either in 1962 or in 1963. Most of the legislatures will meet again during 1964.

Thus, there has been ample opportunity for all the State legislatures in the country, if they so desire, to authorize the necessary matching funds. To date, however, only three States—Connecticut, \$200,000; Montana, \$20,000; Tennessee, \$500,000—have authorized appropriated funds which represents approximately one-half of 1 percent of the total authorization of \$161 million contained in the act.

The net effect of the proposed legislation is to relieve the States of the burden of assuming their responsibility under this program and transferring it to the back of the already overburdened and deficit-ridden Federal Treasury. And this is sought to be accomplished in full knowledge of the fact that 47 State legislatures have refused to enact matching legislation.

Secretary of Labor W. Willard Wirtz, in his testimony before the Senate Labor and Public Welfare Committee commented:

Lack of action by the States does not mean lack of interest. Instead, we have had urgent message from many State employment service directors expressing their deep concern

and earnest hope that these programs can be continued and accelerated.

Again I invite the attention of the Senator from Pennsylvania to the fact that other requests, in this expression of urgency, have come from those from whom we would expect them to come—namely, the State employment service director.

It is significant that while Secretary Wirtz may have received many messages from State employment service directors urging continuing of the Manpower Development and Training Act, he apparently did not receive a single communication from a State legislature pleading for the passage of this bill.

I do not mean that it did not come or that it does not exist. It was not indicated that it did. If it did, I am not aware of it.

Mr. CLARK. Mr. President, will the Senator from Arizona yield?

Mr. GOLDWATER. I am glad to yield.

Mr. CLARK. I believe the Senator from Arizona is quite correct when he says there have been no urgings from the State legislators. I believe one can almost conclude that the State legislatures are rather disinterested in this program. For that, there could be two reasons: First, because the program did not really get underway until this spring; and therefore, the impact within the States is relatively small. In the State of Arizona only three projects, with a relatively small number of trainees, are underway. However, I call the attention of the Senator from Arizona to page 186 of the hearings, where there appears a letter addressed to me by J. R. Cullison, director, vocational education, Phoenix, Ariz. My staff tells me that he is the State director of vocational education. In the letter he says:

It appears that no State funds will be available to match Manpower Development and Training Act beginning July 1, 1964. The approval of S. 1716 is urgent.

It is probably true that a State director of vocational education has a certain vested interest in a program of this sort; so perhaps we should take his letter with a grain of salt, before giving his urgent recommendation our 100-percent backing. But I do think it is an indication that the man who is responsible at the administrative level for the vocational educational program in the State of Arizona believes the enactment of this bill is urgent. To me, that is fairly good evidence that we have, on the one hand, a program—which is just getting off the ground—with which he is familiar; furthermore, the fact that it has not gotten very far off the ground is one reason why members of the State legislatures are not particularly interested in it.

As I said earlier, in colloquy with the distinguished Senator from Georgia [Mr. RUSSELL], all of us know, I believe, the very heavy financial obligations of the States and their limited tax resources. I think those considerations, when taken together, explain why there has not been a great upsurging of support from either the State legislatures or the Governors.

One may conclude from that—as my good friend the Senator from Arizona does—that we should drop the program because there is not any real urging behind it. But I would draw a different conclusion. I should say that there is an enormous amount to be gained by continuing the program, now running at the rate of 108,000 trainees a year, inasmuch as we have had the successful experience with the first 60,000 of the trainees of placing 70 percent of them in jobs because we have given them employable skills.

This decision must necessarily be a matter of judgment; but I respectfully disagree with the conclusions which the distinguished Senator from Arizona has drawn from the fact he has stated—which is correct—namely, that there has been no great urging from either the State legislatures or Governors for this proposed legislation.

Mr. GOLDWATER. I may say to the distinguished Senator from Pennsylvania, who has so well presented his arguments, that we always receive such notes of urgency from the State directors of programs financed in whole or in part by the Federal Government. Each year, I am urged by my good friend in Arizona, the head of the vocational training program, in which I have much faith and confidence, to build and build and build. But I do think it is unusual that at some point in the testimony there was not submitted an argument which presented the position of a State legislature or of a Governor. I would not take this position, except for the fact that 47 States have failed to act. If only a few States had failed to act—as in connection with the Kerr-Mills Act, which 32 States have taken advantage of—one would be justified in concluding that, for various reasons, the other States had felt it wise to take advantage of the program.

Mr. Cullison, the Arizona State director, is a very capable man. With my limited knowledge of the field, I dare say probably he is one of the most capable fieldmen in the entire program. I think he probably would be influenced—as he should be for other purposes—by the map contained in the hearings; and I speak now only for my own State of Arizona and also from a rather intimate knowledge of the States directly to the east, to the west, and to the north. When I consider the rate of functional illiteracy, I find that 30 percent or more is entirely in the Navaho and the Apache Indian Reservations, where I doubt that an understanding of the English language is possessed by more than 10 to 15 percent of the people. They are very fine workers when they learn English and move off the reservations to places where they can employ their skills. When I consider the 20 percent or more in my State—represented, in large part, by those on the Navaho and the Apache Reservations; in fact, I may say that all of the shaded areas on the map are either very thinly populated or are populated by Indian tribes, most of whom—with the exception of those who live around the major cities—have not yet learned to speak English—I realize that

that would constitute a convincing argument, if I considered only the map. But from my knowledge of New Mexico, I am sure that State also has—with one or two minor exceptions—the same problem, which fundamentally is an educational problem, which I may say we are dealing with.

After too many years of inattention in these fields, the Federal Government now has a highly commendable program of education on the large reservations which contain large populations. The rate of illiteracy will disappear almost entirely within the next 10 to 15 years. But when we discuss functional illiteracy, I comment as I have done because it might appear that my State was in bad shape, when the truth is that the map reflects areas in which we could not expect to find any functional illiteracy.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. GOLDWATER. I yield.

Mr. CLARK. I agree with what the Senator from Arizona has said about his own State. He knows far more about it than I could ever hope to know. I point out that the question of functional illiteracy is not involved in the pending measure. It has to do with matters that will be discussed when the bill S. 1831, comes to the Senate for action.

Mr. GOLDWATER. I thank the Senator from Pennsylvania for calling attention to that point. I thought I had the report on the other bill. But it is interesting anyway.

Mr. RANDOLPH. Mr. President, will the Senator yield?

Mr. GOLDWATER. I yield.

Mr. RANDOLPH. The Senator from Arizona appropriately asked the attitude of the Governors of States in which no action had been taken. This afternoon I talked with the Governor of West Virginia, Hon. W. W. Barron. He authorized me to say to the Senate that the program in West Virginia is important, and that men and women who are unemployed are now being trained under the program. The skills of those people will be channeled into productive work in the State of West Virginia, and, in some instances, West Virginians will work in other States.

I have the conviction that if Senators were able to talk with their Governors, 90 percent, or even more, of the Governors of the 50 States would enthusiastically endorse the program as it is now moving forward, and would ask that no curtailment or impairment of the program come from the Senate.

Mr. GOLDWATER. I thank the Senator from West Virginia for those remarks. I recognize that the problem which exists in his State is probably one of the most pressing and vital in the entire Nation. Many times I have said that in a State like West Virginia training and education is the only answer. While I believe more coal is being mined in West Virginia than was ever mined before, it is being done with about 30 percent of the people who were formerly employed in the occupation of mining. That situation gets to the very heart of the problem.

I wish that the committee had thought of those things before the report was written. I wish that Senators had consulted Governors and legislators to find out what their feeling is. When a program has been in progress and only three States have participated in it, some of those not participating being very conspicuous by their absence, I say that we are confronted with quite a mystery.

To continue briefly, since it is the legislature of the State and not the State employment service director which has the authority to appropriate State moneys, we believe that it is advisable for the Senate to give heed to what 47 State legislatures have refused to do, for whatever reasons, and therefore we urge the Senate to reject this legislation.

The administration's pressing entreaties for the passage of this proposal in the light of large-scale State inactivity stands in sharp contrast to its foot-dragging and general apathy to the implementation of the medical assistance for the aged program, the so-called Kerr-Mills Act, which too requires State matching.

It is common knowledge that the present administration, in its attempts to couple a medical assistance program for the aged to the social security system, has thrown up every roadblock at its command to hobble and shackle the Kerr-Mills Act. So far these attempts to scuttle the act have been unsuccessful as the record will indicate.

As of July 25, 1963, 32 States and territories have programs in effect for receipt of funds under Kerr-Mills; 12 have plans submitted, drafted, or in some other stage of implementation; and only 10 States need legislation. Compared to the nationwide disinterest exhibited by the States to the Manpower Development Training Act, the Kerr-Mills program can be viewed as a rousing success.

It is our belief that any program, such as the Manpower Development Training Act, which has the unqualified and enthusiastic endorsement of the administration, should stand or fall on its own merits without extraordinary inducements being offered in its behalf in order to keep it functioning.

In closing, I come to one of the chief fears of those who oppose the measure; namely, that it is not merely an extension of the program for 1 year with full participation by the Federal Government. If the Senate passes the bill, as sure as we are gathered here this Wednesday afternoon, the program will become another permanent program of the Federal Government. It will be another effort by the Federal Government to convince the States that the Federal Government can do these things better than the States can. As the proponents of the bill well know, the opponents of the bill do not lend themselves to Federal action unless it becomes absolutely necessary. Since 47 State legislatures have shown that they do not feel such Federal action is necessary, we who oppose the measure feel that the States can best do the job, or at least they should be given the opportunity to do it.

Mr. CARLSON. Mr. President, will the Senator yield?

Mr. GOLDWATER. I yield.

Mr. CARLSON. Kansas is one of the States of the Union in which the legislature acted last January. Funds were made available as of January 1, 1964.

I should like to refer to the last statement by the Senator from Arizona. Looking to the future, there is grave danger that we will not require matching funds by States.

I believe I can speak rather frankly on the question, because our State has already made plans to match funds. But I am concerned that if the Senate passes the proposed legislation today, all that will be done will be to add 1 more year to the program. Next year we shall come back and attempt to do the same thing. I agree with the Senator from Arizona that that is the danger in the program. It is not the fact that there is a program with State matching funds. Our State has now voted matching funds, so I can speak frankly about the program. It is a good program. I have talked with people in my State about it. They are not complaining about the program. But I dislike voting for a program with the feeling that all we are doing is building a new Federal training program which I think should be taken care of through other programs, including vocational training and others.

I thank the Senator from Arizona.

Mr. GOLDWATER. I thank the Senator from Kansas.

Mr. PROUTY. Mr. President, shortly I shall send to the desk a motion to recommit the bill, S. 1716. It will not take me very long to explain my reasons for making the motion. More Senators will be present in the Chamber. I hope that Senate aids will explain to Senators whom they serve that I shall ask for the yeas and nays at the appropriate time. Unless some Senator wishes to speak at the present time, I shall suggest the absence of a quorum. I hope it will be a long quorum call and that all Senators will be notified that shortly after the quorum call has been completed, after a brief explanation, the yeas and nays will be requested.

The PRESIDING OFFICER. Does the Senator suggest the absence of a quorum?

Mr. LAUSCHE. Mr. President—

Mr. PROUTY. Does the Senator from Ohio wish to speak?

Mr. LAUSCHE. I do.

Mr. PROUTY. I am willing to withhold the suggestion of the absence of a quorum.

The PRESIDING OFFICER. The Chair recognizes the Senator from Ohio.

Mr. LAUSCHE. Mr. President, I concur with the remarks made by the Senator from Kansas [Mr. CARLSON]. Of 50 States, only 3 have seen fit to avail themselves of the proposed benefits under the existing law.

During the first year of operation of the program, the Federal Government undertook to finance it entirely, anticipating that in the second year and the years to follow the States would see the wisdom of enacting laws allowing participation at 50 percent of the cost.

Only 3 of the 50 States have seen fit to adopt such laws.

It is now argued on the floor of the Senate that if the U.S. Government for another year, at a cost of \$322 million, will completely finance the training program, in the years of 1964 and 1965 the States will break through and enact laws providing for 50-percent participation.

They have not done so up to now. Three States have taken action, while forty-seven have not.

The Senator from Pennsylvania [Mr. CLARK] made the statement that the unemployment services bureaus are asking that Congress pass a law providing for 100 percent financing by the Federal Government, although the State legislatures themselves have not taken action.

No action has been taken by 46 States. One State did take action, but did not appropriate money to support the action.

I predict that if Congress should pass this bill, next year we would be asked to continue the program further. The States in their wisdom, through their legislatures, do not wish to subscribe to what the Federal Government is doing. I think it is a matter of carrying on the program until we finally say, "Even though the States are unwilling to participate, the Federal Government will finance it to its fullest extent."

I cannot subscribe to that type of thinking. For that reason I shall not support the bill.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. LAUSCHE. I yield.

Mr. CLARK. The Senator was kind enough to suggest a little earlier that I had attempted to present this matter objectively. I should like, in that same friendly vein, to ask the Senator for his view about the situation in his own State.

The tables which have been introduced into the RECORD this afternoon show that the State of Ohio is now carrying on 81 separate projects of an institutional nature—that is, training for particular skills in schools—in which 2,265 trainees are engaged. The total cost is slightly in excess of \$1.5 million.

There are also in Ohio 11 more projects in which 153 trainees are receiving on-the-job training.

There is an additional project in Ohio serving 500 people in terms of special research, experimental and demonstration training projects.

Is it the view from the Senator from Ohio that the programs in his State are not serving a useful purpose? I ask the question assuming that the Senator knows—though he may not—that these programs are initiated by the State employment service. They are carried on largely by the local vocational school districts. To be sure, the programs must be screened for approval in Washington since the Federal Government puts up the money, but the programs are initiated at the State level and are carried on at the State level.

I wonder if the Senator can give me any information as to whether the State authorities who are responsible for the program in Ohio are dissatisfied with it.

Mr. LAUSCHE. It is thoroughly evident that when the money is available,

being paid by the Federal Government, the States would be acting unwisely unless they took the money. But the Ohio Legislature has refused to enact a law which would require a 50-percent participation.

I am not astounded by the fact that to the extent that the money has been made available and to the extent that the Bureau of Employment Security has seen it desirable, the State has taken the money. But that has been the situation which has prevailed generally. The Federal Government says, "This money is available to you. Take it."

Mr. CLARK. Mr. President, will the Senator yield further?

Mr. LAUSCHE. I yield.

Mr. CLARK. I note that there are now 212,000 unemployed members of the labor force in Ohio. I am sure the Senator from Ohio is as concerned as I am to see those people obtain gainful employment. Is it the Senator's view that there is no necessity for any kind of a retraining program, in the state of our economy today?

Mr. LAUSCHE. My position is that the State legislature, being more closely in contact with the problem, knows better what should be done than does the U.S. Congress, distantly removed from the problem.

This practice has been encouraged by the Congress through the years. Congress dangles a bait to the various States of the Union, and in that bait is a hook. Now, it is said, "We will give you 50 percent of the money, if you will put up the other 50 percent of the cost," but that the States do not wish to do. The ultimate result will be that the Federal Government will be asked to finance the entire program, and I do not think it should.

Mr. CLARK. Does the Senator take the position that there should be no retraining program at any level to help with respect to the unemployment situation?

Mr. LAUSCHE. I think if the State of Ohio—through its legislature and the influence of the institutions, the manufacturers, and the citizenry—thinks the program is good, the State will enact a law to adopt that course.

Mr. CLARK. And to pay for it?

Mr. LAUSCHE. I am willing for the Federal Government to put up 50 percent of the total cost, but the State of Ohio should put up the other 50 percent. The State says it is unwilling to do so.

On the matter of unemployment, I should be delinquent unless I mentioned that I made inquiry about the formula used by the Department of Labor and the Census Bureau in determining who is an unemployed person.

From the figures given to me, I learned that there were 11 million families in the United States in which both the husband and wife were working. Also, there are 4 million persons holding two jobs. Many persons in Washington are holding two jobs, for the purpose of getting double compensation when they retire.

I also learned that children of the age of 14 to 15 who are not in school are considered as unemployed. I cannot

subscribe to the argument, based on what I have said, that these statistics are reflective of the true situation with regard to the unemployed. How can children of the age of 14 to 15 be included in the statistics of unemployed, as well as those of the age of 15 to 16, and the 17- and 18-year-olds? I cannot see it. They ought to be in school.

Mr. CLARK. Mr. President, will the Senator yield at that point?

Mr. LAUSCHE. I yield.

Mr. CLARK. The subcommittee took rather extensive testimony earlier this year about the method of compiling unemployment statistics. I think I speak for the entire subcommittee—the Senator from Vermont [Mr. PROUTY] will check me if he disagrees with me—both Republicans and Democrats, when I say that, by and large, the system used was considered to be fair and revealing. The test is, Is the individual looking for work which he or she cannot find, and is that individual legally entitled to take a job under the child labor law, or some other law? It seems to me that if, through poverty or any other legitimate reason—and some of the reasons are not legitimate—young children drop out of school and cannot find a job which they are legally entitled to take, they properly belong in the class of unemployed.

Mr. LAUSCHE. I understand that when a 14- or 15-year-old decides to quit school and look for a job and cannot find one, he is listed as unemployed. My position is that he ought to be in school. Why are we promoting a program to decrease dropouts from school? My prediction is that if this largess from the Government is continued, there will be more dropping out from school. There will be more seeking of job training, instead of efforts to acquire the training in the technical schools and in other schools to fit persons for the complex industrial life of the present day.

The Senator from Pennsylvania has been extremely objective in the presentation of this problem. I regret, however, that I cannot approve the program.

Mr. GRUENING. Mr. President, unemployment is the most pressing and major problem that confronts the American people. We boast that we are the richest and most powerful nation on earth. A distinguished economist, recently our Nation's Ambassador to India, has written a classic book called "The Affluent Society." "The Affluent Society" is the society of the United States, and yet we are confronted with the haunting and perpetual specter of 4 to 5 million people unemployed. The reason they are unemployed, among others, is that modern science and invention and technology have abolished many jobs. This bill offers a practical program to try to meet that situation. It is a program to train those who do not have the training so that they can be employed.

I know of no more pressing problem than this one. So I shall support S. 1716, and hope it will be enacted.

It is very well received in Alaska. We have a large number of unemployed there. We have many youngsters coming out of school who cannot find jobs, because unskilled labor is no longer needed. Skilled labor is needed.

This program is one designed to meet the situation. We cannot continue to pour billions of dollars into countries overseas to help find employment for the people of 90 or 100 foreign countries, and neglect our own.

A strange double standard is involved. Every time there is a proposal to help the unemployed, to lift the standards, to improve the way of life of the inhabitants of 100 foreign countries, such a proposal goes through almost automatically; but when a similar measure is proposed, designed to help the American people, we encounter all kinds of obstacles, we are deluged with reasons why we should not support it, why we must not do it. We do not have the same kind of attitude in spending what has amounted to \$100 billion in trying to help resuscitate and revive the economy of the rest of the world, but when it comes to doing something for our own, we meet very great resistance. We are trying to do something for fellow Americans who come out of school, who want jobs, but who cannot find employment. That is also true of older people.

As the Senator from West Virginia pointed out, in West Virginia thousands of persons who were honorably and gainfully employed in the coal mines found themselves without employment because automation, modern invention, and technology threw them out of jobs which previously existed.

This program is designed to help people who are trained for one occupation, and for no other, to acquire a new skill so they will again become employable and employed.

I find it difficult to understand why any Member of this body, contemplating the tragedy of 5 million unemployed Americans, would be against the bill. I hope it will be enacted.

So I warmly support S. 1716, the bill before us, which would amend the Manpower Development and Training Act of 1962.

This program has strong support in Alaska.

As of June 30, 1963, three projects were underway in Alaska which would bring new skills and new methods in old skills to 111 trainees at a cost of \$300,000.

This modest start should be expanded.

In Fairbanks 48 trainees will receive 48 weeks of training as electronics mechanics.

Throughout the State a refresher course for electricians will be given 50 persons for 5 weeks.

In Juneau 20 students are taking a 6-week course for clerk-typists.

Mr. William R. Woodfin, Alaska director for vocational and technical education, earlier this summer wrote to me to urge that I support S. 1716 when it was considered by the Senate. He feels the proposed legislation is in the interest of the people of Alaska, as I know it to be. Indeed it is to the interest of the people of all the States. Mr. Woodfin believes the program "is lending much to the economic growth and development of the State."

This endorsement confirms the hopes of all of us who have supported the Manpower Development and Training Act since it was first proposed.

As I said last year:

With rapid technological changes occurring in industry, the needs of labor change and the skills become outmoded. The Manpower Development and Training Act provides a positive approach for meeting this challenge. I supported this legislation and endorsed its full funding.

The program is suited to Alaska and its training and employment needs. Eighty-five percent of the Alaska labor needs are in the nonindustrial areas and people must be trained to fill the needs of the labor market. It is suited to the 49 other States.

Mr. President I ask unanimous consent that the letter I received from Director Woodfin be printed in the RECORD at this point in my remarks.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

STATE OF ALASKA,
DEPARTMENT OF EDUCATION,
Anchorage, July 24, 1963.

HON. ERNEST GRUENING,
U.S. Senate,
Washington, D.C.

MY DEAR SENATOR GRUENING: I should like to introduce myself as the new State director of vocational and technical education for the State of Alaska. While I have not had the privilege of meeting you personally, I did hear you speak at the recent groundbreaking ceremonies for the Federal Office Building in Juneau.

I look forward to my work in Alaska and sincerely solicit your support and encouragement as I direct the vocational education for our State.

You are aware, I'm sure, of the program we have in operation in the State under the Manpower Development and Training Act. The program is lending much to the economic growth and development of the State. Under the existing law Federal support to the States would be reduced from 100 to 50 percent after June 30, 1964. Alaska will, no doubt, be unable to spend matching funds in 1965 and it is therefore imperative we get passage of Senate bill 1716 if we are to receive the funds needed to continue the present rate of development in MDTA.

In the interest of the people of Alaska and vocational education, I sincerely urge your support for passage of Senate bill 1716.

Respectfully,

WILLIAM R. WOODFIN,
State Director,
Vocational and Technical Education.

Mr. GRUENING. The legislation we are considering was proposed to the Congress by the President on June 19, 1963. If enacted, it will postpone the effective date of the State matching requirement under the act of 1962 from June 30, 1964, to June 30, 1965, "in order to provide the State legislatures with sufficient time to appropriate matching funds."

This means that the Federal Government would assume full responsibility for financing for an additional year if the contemplated training levels are to be maintained.

The bill also proposes to increase the third-year authorization for training programs from \$161 to \$322 million.

This increase of \$161 million is a positive investment in our Nation's future. I have said many times that we should do as much for the folks at home as we do for those abroad.

Mr. McINTYRE. Mr. President, the first training course under the Man-

power Development and Training Act was not begun in New Hampshire until October of 1962. Gov. John King has written me that the program "did not really get started until February of 1963." But by that time the budget for the biennium beginning July 1, 1963, had been completed. Our New Hampshire legislative leaders had no real experience with the manpower retraining program and our legislature adjourned without providing for matching funds. It is worth pointing out that at least part of the reason for this was the delay in securing appropriations for the program at the Federal level in the summer of 1962.

The need for manpower retraining is acute. The demand for skills is very great and the number of unskilled men and women out of work for at least 15 weeks is about 1 million. Surveys have shown that the need for retraining is greatest among the long-term unemployed, and it is here that the manpower retraining program can make its greatest contribution.

The time is right for this action because of the uncertain future of the Area Redevelopment Act, which would have provided for an extension of the ARA retraining program. For one ARA retraining program in Berlin, N.H., there were 116 applicants for a course that could only take 16. Surveys in my State have shown a genuine need for retraining in a host of employment specialties. I strongly hope the Senate will proceed with all deliberate speed to enact S. 1716.

Mr. YARBOROUGH. Mr. President, I am pleased to support the pending bill to maintain the authorized level of training under the Manpower Development and Training Act passed last year. The bill must be passed to allow the Manpower Development and Training Act to meet its 3-year goal of training 400,000 unemployed.

This program is one of the most promising that Congress has yet passed toward reducing the unemployment rate. Here we can act directly for those unemployed who lack sufficient skills to effectively compete for jobs in today's technically oriented work force. The merits of this program to retrain the unemployed for useful work are obvious. I am advised that the first tentative results from my own State of Texas show that the first three completed Manpower Development and Training Act projects in Texas resulted in 31 out of 36 previously unemployed trainees being placed in jobs using their new skills. Think of the money this result will save in unemployment benefits, or will even gain the Government in tax payments.

In view of the fact that the States have not yet been able to accomplish the procedures to establish the matching programs contemplated under the original act, it is apparent that unless this bill is passed there will be a cutback in the program next year, long before the goal of 400,000 retrained workers is reached. The bill should be passed if we are to remove that number of workers from the rolls of the unemployed. We should continue this program until some

impact is made on our long-term unemployed, and 400,000 seems a minimal goal to set. I urge continuation of the program at its presently authorized level through passage of this bill, giving the States a more reasonable period in which to establish their matching programs.

Mr. DODD. Mr. President, on August 7 of this year, I spoke briefly on the floor of the Senate in support of an amendment to restore a \$30 million cut in funds for the Manpower Development and Training Act.

At that time I stated that—

This is a practical, essential, and, at the same time, humanitarian program, one which has brought new opportunities and hope for the future to thousands of American workers and their families.

And because I am fully convinced of the correctness of this high opinion I hold of manpower training projects, I think it is very important that Congress pass the bill which we are considering today in the Senate.

S. 1716 would postpone for 1 year the requirement that the States match Federal funds, and double the authorization of funds for fiscal 1965, in order to maintain the training levels contemplated when the Manpower Development and Training Act was enacted.

Some of my colleagues have seized upon the fact that only three States have to date passed enabling legislation and actually appropriated funds in order to match Federal grants in fiscal 1965, as proof of the failure of the program.

They contend that the States themselves have shown a lack of interest and an unwillingness to assume part of the responsibility for manpower training activities.

I do not think this is the case at all. When one considers the fact that Federal funds were not made available until late last year, it becomes clear that many States just did not have sufficient time to evaluate the program fully, let alone take legislative action.

Connecticut, I am proud to say, is one of the three States that is prepared to participate with the Federal Government, should State matching funds be required after the completion of the present fiscal year.

But my State was one of the first to enter into this important field, and training courses were started as far back as 1959, 3 years before Congress gave final approval to the Manpower Development and Training Act.

So Connecticut was in a good position to take full advantage of the Federal funds available to it. As of the last week in June, approximately \$1,060,000 for training costs and allowances to individuals were committed under the act. This money was for 67 approved projects, involving 3,300 trainees.

The most recent figures I have received from the Labor Department's Office of Manpower, Automation, and Training, show 17 more projects approved in my State, to train an additional 965 individuals.

And just last week, Gov. John Dempsey announced the allocation of \$144,574 in Federal funds to Connecticut, to finance 8 new projects for 640 trainees.

So a fair estimate of the results of retraining in my State alone, is 92 projects, and a total of 4,935 persons who have either benefited already or are now benefiting from the Manpower Development and Training Act.

I have placed some emphasis on Connecticut's experience and success, because I believe it illustrates what a realistic and practical way this is for us to help the unemployed find a new and constructive place in their communities.

We should give the States more time to make provision for financial participation, and by postponing the requirement now in the law that the States contribute 50 percent of the cost after June 30, 1964, we will be giving them a fair chance to do so.

There is a most compelling human reason for the second part of S. 1716, to double the Federal authorization of funds for fiscal 1965, from \$161 million to \$322 million. And this is that the future of about 100,000 persons may well depend on this increase in funds.

When the program was put into effect, it was intended to reach a 3-year goal of training 400,000 unemployed persons. But if the States do not match the Federal funds during the third year, and it is clear that most will not be able to do so, only one-half of the estimated 200,000 trainees during fiscal 1965 will be able to participate in training courses throughout the country.

We should not allow this to happen. The Manpower Development and Training Act has been successfully administered in Connecticut and in other parts of the country. The first year goal of 60,000 trainees has been achieved, and today training is proceeding at the rate of 108,000 trainees per year.

It is up to us in Congress to see to it that the third year goal of 200,000 trainees is met, and I urge my colleagues to give overwhelming support and approval to this bill.

Mr. PROUTY. Mr. President, I suggest the absence of a quorum.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. DIRKSEN. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER (Mr. McINTYRE in the chair). Without objection, it is so ordered.

Mr. PROUTY. Mr. President, I move that the bill, S. 1716, be recommitted to the Committee on Labor and Public Welfare with instructions to that committee to report the bill to the Senate not later than 1 week after the filing of a conference report on H.R. 5888, the Health, Education, and Labor Appropriations bill for fiscal 1964; or not later than 1 week after the Senate Committee on Labor and Public Welfare has reported to the Senate a Vocational Education bill, whichever shall last occur.

Mr. President, on the motion, I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. PROUTY. Mr. President, I shall be very brief. At the outset, let me say that I have no intention of sabotaging

the manpower retraining development program. However, I feel that we should look at this subject in a little deeper perspective than that in which it has been viewed up to now. The Committee on Labor and Public Welfare, through its subcommittee, held two committee meetings. Five witnesses appeared before the subcommittee. Three of them were administration witnesses, and the other two witnesses were persons who generally are sympathetic to this program.

Very few Senators, perhaps, realize the amount of money that is involved in the program. But I believe we should remember, too, that there are other bills before the Committee on Labor and Public Welfare dealing with this subject. That committee has voted to report another bill, which would add \$100 million to this program for the current fiscal year, and \$100 million for fiscal 1965.

The Senate has already approved an appropriation of \$110 million. With the appropriation and authorizations which are being sought during the next 2-year period, that is, fiscal 1964 and 1965, \$632 million will be available for the manpower program.

I have seen no evidence which suggests that this amount of money can be justified. As I have said, the subcommittee has spent very little time on the various bills which will be before it. In addition to requests for the manpower program, \$100 million has been approved by the Senate for the Youth Employment Act, which is now in the House. The Senate has a bill before it at the present time for vocational education, starting with \$108 million for fiscal 1964, and running up to \$243 million in 1967.

I make my motion to recommit in the hope that the committee will combine the various vocational and educational training and manpower bills in order that we can determine how much money can judiciously be spent. Under the requests for the manpower development and retraining program, and appropriations already made, and the authorizations requested, we can spend up to \$632 million during the next 2 years.

At the present time only 22,142 persons have enrolled in the program. If my motion is defeated, it will be my purpose to offer a substitute amendment which will combine two bills, the one which the Senate is now considering, S. 1716, and S. 1831, which the Committee on Labor and Public Welfare has voted to report to the Senate.

In effect, I would reduce the funds, but certainly would not cripple the program in any way. I feel that the proper approach at this time is to return the bill to committee, in order that the committee may consider all bills of a similar nature and make as certain as it can that there is no duplication of effort, which I am sure will be the case if the various bills which are before us, some of which have been approved and some of which have not been approved, become effective, in the interest of sound fiscal policy and with a sincere desire to make certain that an education and retraining program will be put into effect and will be effective, and also will be as reasonable in cost as can possibly be antici-

pated. That is the only reason I have submitted my proposal at this time to recommit the bill to the Committee on Labor and Public Welfare.

It will be noted that my proposal does not suggest that the committee should reduce the bill in any way. My purpose is to have all the bills brought before the committee, so that it can take sufficient time to study them and understand what they provide, and what is needed, and to invite experts from the agencies to tell us what the facts are. We have not had them; we could not possibly have obtained them during the two very brief hearings that were held.

In the interest of sound fiscal policy, and because I sincerely believe that a workable program can be effectuated for much less money than is proposed at this time, I hope the Senate will feel it proper to sustain the motion to recommit.

Mr. CLARK. Mr. President, first, the hearings, a copy of which is on the desk of every Senator, occupy 214 pages, most of them in small print. The hearings on this particular bill are a part of comprehensive hearings on the entire subject of manpower and employment, which has been before the subcommittee ever since the early days of the year. Much of the other testimony has a bearing on the pending bill in an overall, general sense.

The background and need for the bill have been as fully explored in the subcommittee as has any other piece of legislation with which I have had anything to do since coming to the Senate. The fact that only 5 witnesses testified with respect to this small bill of 11 lines is no indication that the very voluminous statements and the other testimony which have been adduced with respect to other phases of the whole unemployment subject have not been carefully considered by the committee. The two key witnesses were the Secretary of Labor and the Commissioner of Education, who should be well advised on the need for the proposed legislation.

Second, the subcommittee, of which the distinguished Senator from Vermont is a member, unanimously reported the bill to the full committee. To be sure, the Senator from Vermont reserved his right to submit amendments, and also reserved all his rights on the floor of the Senate.

I say without qualification that, as chairman of the subcommittee, during our hearings on the whole unemployment question, from the early days of this year forward, we have investigated the possibility of overlapping or duplication in various Federal-State programs. I think it is fair to say that there is no such duplication. In my opinion, the programs are inadequate in size. All of them are needed. I hope this one will be a part of the overall package.

The Committee on Labor and Public Welfare reported the bill to the Senate by a vote of 13 to 2. It is a part of the President's civil rights program—the first part to come before the Senate for action.

I believe the necessity for the proposed legislation has been established on the floor of the Senate this afternoon. I

hope the motion to recommit will be rejected.

Mr. RANDOLPH. Mr. President, we must operate under the misconception that there was a failure adequately to consider this proposal in the subcommittee. More than 40 persons either testified directly or filed statements with the subcommittee. I should like to have that statement clearly understood. I am sure the distinguished Senator from Vermont would not disagree with it.

Mr. PROUTY. I agree with the Senator. The statements were filed; but they are in small print, which is very difficult for anyone to read.

I am sure the Senator from West Virginia will agree that the subcommittee held only 2 days of hearings on the bill, and that only five witnesses appeared before the subcommittee. Am I not correct?

Mr. RANDOLPH. The Senator is correct. I said that some 35 statements were filed; and five witnesses appeared in person, making 40 or more witnesses, as I have indicated.

Mr. PROUTY. In addition to reporting the Senator's bill, the committee also voted to report another bill, one which involves \$200 million for the present fiscal year and fiscal year 1965.

Mr. RANDOLPH. That is correct.

Mr. PROUTY. The Senate is not acting on that bill today; but it is a part of the package of the entire program.

Mr. DIRKSEN. Mr. President, yesterday I placed in the CONGRESSIONAL RECORD a compilation of grants in aid to States, individuals, and localities which was prepared by Congressional Quarterly. I think that publication has a well-deserved reputation for accuracy and carefulness. If one takes the trouble to examine those tables, he will discover that in 1962 the amount of Federal grants to States, localities, and individuals went above the \$10 billion mark. In a 10-year period, the grants to States and localities have increased by 182 percent, and to individuals by 99 percent. That means that 11 percent of all the revenues derived by the Federal Government are disbursed in the form of grants-in-aid.

It would appear that the States are becoming satraps of the Federal Government; and as this procedure continues, the States will lose their identity. Certainly they will lose their independence of action. That is a matter of real concern to anyone who undertakes to examine into the subject of Federal-State relationship.

I recall the time when a distinguished former Member of this body was still alive. We lived at the same hotel. His portrait hangs in the majority leader's office. He was a colorful and flowery Member of the Senate. I am referring to J. Hamilton Lewis. He used to refer to me affectionately, when I was in the House, as his Republican leader. I had great affection for him.

I shall never forget an evening about 3 weeks before his death, when he said to me in the lobby, "Young man, I will not live to see it, but you will live to see it, for these colored spaces in the map

that designate States will be nothing more than guides for the convenience of tourists, because the States will be gathered into the great emporium of power known as the Federal Government."

I think we are beginning to see that situation now. By this amazing bill, we are only building upon what has happened in other years. This is an astonishing bill. It starts with a misleading statement in the report itself. I read from the front page of the report:

Its purpose is to postpone the effective date of the State matching requirements under the Manpower Development and Training Act of 1962 from June 30, 1964, to June 30, 1965, in order to provide State legislatures with sufficient time to appropriate matching funds.

That is not a statement of fact, because the act expires in 1965, and the bill proposes to put the program on a 100-percent Federal basis for the last year of the life of the program. If I can read the English language, that is a misleading statement. It should not have appeared in the report, in the first instance.

Mr. CLARK. Mr. President, will the Senator from Illinois yield?

Mr. DIRKSEN. I yield to the Senator from Pennsylvania.

Mr. CLARK. I mean in all good humor to challenge those rather strong words of the beloved Senator from Illinois. This 11-line bill will do exactly what the report says it will do. The Senator from Illinois did not continue to read the full quotation from the text respecting the purpose of the report; therefore, I shall do so. I continue to quote from where the Senator from Illinois broke off the quotation:

This means that the Federal Government must assume full responsibility for financing for an additional year in order to maintain the training levels contemplated by the act at the time of its enactment. Accordingly, the bill also proposes to increase the third year authorization for training programs under the act from the present \$161 million to \$322 million.

And if one turns to the bill, which is only nine lines long, he will see that it exactly what it does. It changes the date "1964" to "1965," and it provides the additional authorization. That is all it does. If the program is to end at the end of next year—although I know the distinguished Senator from Illinois knows as well as I do that it is not going to, even though that is where its present legislative status leaves it—we shall have to meet that question when we come to it. We are not trying to meet it now; and I believe the Senator from Illinois should withdraw the word "misleading," which was used in reference to the report of this honorable committee, which adopted this factual statement of what the bill does.

Mr. DIRKSEN. Mr. President, I do not propose to withdraw the statement. My artful friend is begging the question. Let him read the words I read:

In order to provide the State legislatures with sufficient time to appropriate matching funds.

The report does not do anything of the kind. It goes on to say that 25 of the 29 legislatures which were in session took no action. This bill calls for congressional action instead of State action, and it would dip into the Federal Treasury, for the purpose of keeping these programs going.

I am not opposed to these programs; but I believe it is a fact of monumental importance that of the 29 legislatures which have been in session in the odd numbered years, 25 did not see fit to take any action; and evidently the Governors were not interested.

Can any Senator show me in the hearings a line of testimony that came from the lips of a Governor? I could not find in the hearings the testimony of even one Governor. Can any Senator show me in the hearings the testimony of even one member of a State legislature? There were only five witnesses before the committee. The distinguished Senator from West Virginia [Mr. RANDOLPH] admitted that fact a moment ago. Who were they? Senators will find them listed in the hearings. The Secretary of Labor and four others, were the only ones who testified. But where was there an indication of State interest?

Mr. President, all I can conclude is that for the third year Uncle Sam will pick up the tab 100 percent; and unless I have no sense of history, after 30 years of service around here, this will become a permanent program on a 100-percent Federal basis—I will bet a good deal upon the truth and veracity of that estimate.

Mr. RANDOLPH. Mr. President, will the Senator from Illinois yield?

Mr. DIRKSEN. I am glad to yield.

Mr. RANDOLPH. I thank the Senator from Illinois for yielding.

I should like the RECORD to indicate that the Honorable W. W. Barron, Governor of West Virginia, has endorsed this program.

Mr. DIRKSEN. Did he appear before the committee?

Mr. RANDOLPH. No, he did not. I was going to add that he did not appear there.

Mr. DIRKSEN. The Governor of Illinois did not appear there, either.

Mr. RANDOLPH. No, he did not; but I could read from the hearings—

Mr. DIRKSEN. Oh, I know that; but how many people read the hearings?

Mr. RANDOLPH. I should like to have the RECORD indicate that the Secretary of Labor, Mr. Wirtz, received from the Illinois State Manpower Advisory Committee a letter—

Mr. DIRKSEN. Oh, yes; I know—

Mr. RANDOLPH. As to the efficacy of this program. If the Senator from Illinois is willing to permit me to do so, I should like to request unanimous consent to have the letter printed at this point in the RECORD.

Mr. DIRKSEN. Surely.

Mr. RANDOLPH. Then, Mr. President, I so request.

There being no objection, the letter was ordered to be printed in the RECORD, as follows:

STATE MANPOWER ADVISORY COMMITTEE FOR ILLINOIS DOWNSTATE AREA,

August 5, 1963.

The Honorable W. WILLARD WIRTZ,
Secretary of Labor,
U.S. Department of Labor,
Washington, D.C.

DEAR MR. SECRETARY: As members of the State Manpower Training Advisory Committee for Downstate Illinois, we respectfully enlist your active support of the proposed legislation that Congress postpone for 1 year the requirement of State matching funds for fiscal year 1965, under the Manpower Development and Training Act of 1962.

Despite the fact that Illinois has one of the largest programs in the country under Manpower Development and Training Act, we feel that too little time has elapsed since the program has been in operation to warrant a record which would justify an appropriation request for matching funds by the State legislature at this time, in view of the State's financial problems.

Congressional action is needed in the current 1963 session so that training projects can be planned and started which will not be hampered by the June 30, 1964, deadline. By early 1964, when the next session of Congress might act, very few programs of any length could be planned and put into operation. This would seriously curtail the number of projects under the Manpower Development and Training Act which could be started.

Every effort should be made to continue the manpower development and training program at the levels contemplated in order that maximum opportunity be provided for the training of the unemployed.

Respectfully,

Dr. Martin Wagner, Chairman; William Finnan; Dr. John Meade; Lawrence Schmidt; John D. Yolton; George Bagley; Dr. Kermit Johnson; Earl M. Potter; Dr. Ernest J. Simon.

MR. DIRKSEN. But I point out to the Senator from West Virginia that although they will spend the money, I know of no member of the State legislature who came down here and testified in favor of the bill. None talked to me about it.

MR. RANDOLPH. Mr. President, will my good friend, the Senator from Illinois, yield further?

MR. DIRKSEN. I am glad to yield.

MR. RANDOLPH. I believe it is important—I do not want to labor this matter, but I know that my astute and articulate friend, the Senator from Illinois, realizes the importance of this point—to state that there is today in the United States of America a mobility of jobs which did not exist, let us say, 20 years ago; and I should like to read what Secretary Wirtz said about that.

MR. DIRKSEN. Let us be sure it is on the point we are discussing.

MR. RANDOLPH. Yes; it is.

MR. DIRKSEN. Very well.

MR. RANDOLPH. Secretary Wirtz said:

Thirty days from today, 400,000 people in this country will be working in a different labor market area from the one they are working in today.

So a person, who had been trained in Illinois, could then be working in West Virginia; or one trained in West Virginia could then be working in Illinois.

Therefore, simply to say that this program is to be boxed off, State by State, and it is not a national program—as the

Senator from Illinois has said—is not correct. This is a national program.

MR. DIRKSEN. We began with the original bill, which provided that after 2 years of Federal financing, the Federal funds should be matched by State money. If that is not the case, then of course I cannot read the English language. But when the State legislatures met, they ignored that, and the Governors have ignored it. They let the legislators return home without taking such action. I remind the Senator from West Virginia that there are now 33 Democrat Governors in this country; furthermore, I hold no brief for the Republican Governors who also failed to appear. But I point out that in the sisterhood of States, the party representation of the Governors approximately matches that of the membership of the Senate. Did the Governors express an interest? If they did, I have not found it, strangely enough. And I quarrel about it. I remind the Senator that in the Finance Committee we shall be wrestling with a tax bill calling for the chopping of a hole in the Federal revenues, if one can be contrived; yet we are confronting a \$9.2 billion deficit, as a result of the first years of this administration's impact, in order to get things moving again. When the Secretary of the Treasury was last before us, he gave an informal estimate that—he guessed—that when he came again—and he has to come some time in November—he would have to ask for a \$320 billion debt ceiling. Where are we going in this fiscal situation? I should like to know.

But now we would make it so easy for the States, and we would dig another hole into the revenues of the country, by this expenditure on a 100-percent Federal basis. Mr. President, I must protest it.

The Assistant Secretary is in my State right now. In Chicago, they held a meeting which was attended by a thousand or more people. He talks about having the initial training start with a thousand people. I hope it works; but I think the State of Illinois can find in its budget its share of this money. If it cannot, there is something wrong in the capital of my State. I cast no reflection on our Democratic Governor; but surely we can do this.

Yet here we come—and with what a jaunty and blithe spirit—ready to assume this addition to the responsibility which in 1962 we put upon the States, and thus made possible the enactment of the original bill.

I remember some of the debate at the time. So it is amazing to me to find that only three or four of the legislatures took action. Where was the executive branch of the Government? Why did not it "lay it on the line" to the Governors, and also the State legislatures while they were in session? But, no, they returned home. And now, of course, it is proposed that we do the easy thing—namely, pick up the chit. But, Mr. President, one of these chits that runs into millions of dollars, is not hay—not even in my hometown; and I want my State to assume its responsibility, as was indicated when the act was passed in March 1962.

The State legislatures will meet again in 1964. Why not wait? Why not sup-

port the motion to recommit? Let us see what is in those two bills, so that when they come back from conference, we can see what we are laying out for the entire program of some kind of vocational training.

In addition, we ought to wait out the States on this question. Perhaps, if there is a sufficient expression of interest, we will finally get them to toe the mark with respect to the requirement that is in the basic law.

As I indicated, the mountainous grants-in-aid program, which is now over \$10 billion a year, assuming 11 percent of the Federal revenue, will continue to roll on and on if someone does not protest, and if the Senate does not in part put a stop to it. As a result, I think that the statement is fully justified when one says that the States are becoming so deeply in debt to the Federal Government that they are beginning to forfeit their independence of action.

Mr. President, we had better send the bill back to the committee because there is a 100-percent chance that if we fail to do so, the program will finally incubate into a permanent 100-percent federally financed program, only to add to the burdens of this Government, which finds itself in fiscal difficulty to the point where all sorts of devices are now being used so that we will not creep over the danger line. We are issuing nonmarketable securities to foreign countries, getting our money in advance on military equipment, and inducing recipients to make prepayments on what they owe us. But we are going to run out of such devices. Those items are all nonrecurring. We had better put our house in order. We have an opportunity to do something in that field.

I wish it were possible to impress on the Senate and on the people how I apprehend and assess the danger that confronts us. Surely, the President must appreciate it. The Secretary of the Treasury must appreciate it, because I gain that impression from him every time he appears before the Finance Committee. We are going to run out of gimmicks. That is when the shooting will begin. That is all I have to say.

MR. CLARK. Mr. President, before the vote, two things should be said briefly. First, long before I came to the Senate the able minority leader was inveighing in the Senate and in the House against Federal grants to the States. One of the best States-righters ever to serve in the Congress is the able and effective Senator from Illinois. The trouble is that the entire issue has been water over the dam since President Eisenhower received the Kestnbaum report almost 7 years ago. That able group of public servants, including Members of Congress, and headed by an able Republican, Meyer Kestnbaum, from Chicago, found after an exhaustive study that we could not return to the States the resources necessary to enable them to carry on the programs for the admitted needs of their citizens, and that the Federal Government had to supply the necessary money.

As I said earlier in the debate, the issue goes back to the days when the

Federal Government stole the Federal income tax away from the States. That was the goose that laid the golden egg. When that was done, it became impossible for the States, without the assistance of the Federal Government, through grants-in-aid to the States, to finance needed and essential services.

A vote to recommit the bill is a vote to kill the retraining program as it gets off the ground. A vote to recommit the bill is a vote against a significant part of the President's civil rights program.

Mr. RANDOLPH. Mr. President, I shall take not more than 2 minutes for this observation. I wish not to argue with the Senator from Illinois, but only to make the RECORD complete.

The Senator from Illinois mentioned that State legislatures would be in session next year. I wish the RECORD to show that the legislatures of 29 States will not meet until 1965, though 4 of the 29 States have authorized matching funds under this act.

I also desire to emphasize a point I made previously. The problem is national in scope. As we debate the subject today, there are 400,000 workers who, within 30 days, will be working in another market area of our country. To say that the work stops at a county or State line is not sufficient; it is not responsive to the present condition of high-mobility of the American working force.

Mr. COOPER. Mr. President, I shall vote against the motion to recommit, and I should like to express my reasons for so doing.

I believe it is rather unusual that, with the exception of four States, the State legislatures which met in session in 1963 did not take any action on the program, and did not provide matching funds. Also, I would have been glad to have heard more testimony and received more information about the effectiveness of the program, including the number of projects which have been started in the States and the placing of trainees at work.

My reasons for voting against the motion to recommit can be quickly stated. Perhaps a few of the States do not have the necessary funds, though that is doubtful. My judgment is that that legislatures of the various States did not appropriate funds because they consider the problem of unemployment a national problem. I believe it is, too.

The reason that people are more fully employed in one State may result from special conditions. For example, the great defense industries in some States of the Union provide the people of those States full employment. But those industries are supported by the taxpayers of the United States through massive defense expenditures.

Similarly, unemployment exists in other States for reasons which are beyond the control of those States. These reasons include the great technological improvements which have closed industry and reduced employment. Perhaps the failure of the Congress to enact tax programs has also had its effect upon employment. I will admit to my leader that there is merit in what he has said about the fiscal program of the admin-

istration which has failed to move the economy. Continued deficits do have an adverse effect upon investment and unemployment.

Unemployment is not purely a local or a State problem. It is affected by great national movements and by circumstances which are beyond the control of State governments. I believe that the question of unemployment and its future impact is the most serious of the domestic problems which affect our country today.

It is argued in the Senate and by some who write to me that private enterprise can handle unemployment. But private enterprise is not handling this problem in the main, and the fact is that people are still out of work. The training program is probably the most sensible program we have to fit young and even older people for some productive employment.

I really do not see what would be accomplished by recommitting the bill. It will be reported to the Senate again, and we shall vote on the issue again, unless in some way it becomes involved in the question of civil rights. Then it might not be voted upon at all.

Because I believe the problem of unemployment is the greatest domestic problem that will be facing our country, and because it is a national problem and not a State problem.

I think that we must provide for this training program to continue even if the Federal Government is to pay for it.

The program is underway. Funds needed have not been provided. It will not be possible to provide them the third year unless the Congress looks ahead and faces this problem.

For these reasons, I intend to vote against the motion to recommit.

Mr. PROUTY. Mr. President, will the Senator yield?

Mr. COOPER. I yield.

Mr. PROUTY. I think perhaps the Senator is not aware that my motion to recommit is not merely a straight recommitment motion. The committee would be directed to report after the conferees on the appropriation bill for the Department of Health, Education, and Welfare, relating to this program, made their report, or after the Committee on Labor and Public Welfare reported the vocational education bill.

The purpose of this procedure is to mesh all the various bills for vocational education, for retraining, and so forth into a package, if possible, so that Senators may know what they are voting for, and can provide adequate money, and not a nickel more.

If the motion should lose, I shall offer a substitute which would provide about \$432 million for the training program during the present fiscal year and fiscal year 1965.

This motion is not directed as a blow against the retraining program, in which I believe. We have been asked to provide much more money than can possibly be spent efficiently or effectively. I think no Senator can justify throwing money away when it cannot be efficiently or effectively used. That is my interest in the proposal at the present time.

Mr. GOLDWATER. Mr. President, will the Senator yield?

Mr. PROUTY. I yield.

Mr. GOLDWATER. Can the Senator tell us what percentage of the money has been used?

Mr. PROUTY. I do not have the figures. A relatively small percentage has been used, I assume. Perhaps the Senator from Pennsylvania can answer.

Mr. CLARK. If the Senator will yield, I think I can answer. Seventy million dollars was appropriated. Fifty-six million dollars of this was actually expended. All of the \$70 million has been committed.

Mr. GOLDWATER. Seventy million dollars was appropriated?

Mr. PROUTY. One hundred and ten million dollars was appropriated.

Mr. CLARK. That is for the next fiscal year.

Mr. GOLDWATER. Fifty-six million dollars will have been expended by the end of this year?

Mr. CLARK. No, \$56 million, out of \$70 million was spent in fiscal 1963. I am pretty sure that statement is correct.

Mr. PROUTY. Mr. President, the difficulty faced by those of us on the committee and others who are interested in this program is that we have not been able to get the answers we need.

I am not overly critical of those who serve in the Department downtown, because they do not know. The program is scarcely off the ground. They do not have the facts or figures, or the experience needed to know really what is going to happen.

I say this without the slightest criticism of them, because I believe those in charge of this program are trying to do a good job.

Mr. RANDOLPH. Mr. President, will the Senator yield?

Mr. PROUTY. I yield.

Mr. RANDOLPH. Is it not a fact that the present enrollment is at the rate of 108,000 trainees per year?

Mr. PROUTY. The information I received this morning is that there are 22,000 actually in training at the present time.

Mr. RANDOLPH. At the rate of 108,000 for the year?

Mr. PROUTY. I do not know what the rate would be, but there are now 22,000 in the program.

Mr. DIEKSEN. Mr. President, if there is any virtue in the argument we have been listening to in favor of this program, why not make the 110 grant-in-aid programs all Federal? Let us have the debacle sure and complete—and right now.

I cannot escape the fact that when the Governors' conference met in Honolulu 2 years ago one of the Governors—I shall not name him—was reported to have made a statement with respect to grants from the Federal Treasury and to have said: "I think it is our duty to get all the money we can get out of the Federal Treasury because if we do not, somebody else will get it."

Two weeks after he made that statement I was addressing the National Convention of Local Officials in Chicago. I

quoted him. That statement got into the newspapers. He sent me an air mail letter and said I had misquoted him. I cited him the documentation, and I never heard another word from that Governor.

But that is it—"Get it while you can, because otherwise somebody else will get it."

That will be a way of breaking the back of the Federal Government; and, goodness knows, we are in ample difficulty now.

That is my story.

Mr. COOPER. Mr. President, I will make a response to what has been said. I think there is a distinction between this program for the training of unemployed persons and the usual grant-in-aid programs, and I will give just a few examples.

Aid is given to impacted school districts, where local situations are assisted. This aid totals some \$300 million to \$400 million a year. But the schools are under the control of the States, which also contribute. There is a direct local interest.

Road programs provide for expenditures which involve 50-50 sharing, because the roads provide direct benefits for the States and for their people. The airport programs are on the same basis. They are located in the States, and they directly affect local needs.

I make this statement to buttress the argument I made a few minutes ago that unemployment is not merely a local problem. It is a national problem. I cannot accept the argument made by my distinguished leader.

The PRESIDING OFFICER. The question is on agreeing to the motion by the Senator from Vermont [Mr. PROUTY] to recommit the bill to the Committee on Labor and Public Welfare, with instructions.

On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. McCLELLAN (after having voted in the affirmative). Mr. President, on this vote I have a pair with the junior Senator from Washington [Mr. JACKSON]. If he were present and voting, I understand that he would vote "nay." If I were at liberty to vote, I would vote "yea." Therefore, I withhold my vote.

Mr. HUMPHREY. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from North Dakota [Mr. BURDICK], the Senator from Virginia [Mr. BYRD], the Senator from Mississippi [Mr. EASTLAND], the Senator from Oklahoma [Mr. EDMONDSON], the Senator from North Carolina [Mr. ERVIN], the Senator from Arkansas [Mr. FULBRIGHT], the Senator from Indiana [Mr. HARTKE], the Senator from Arizona [Mr. HAYDEN], the Senator from Washington [Mr. JACKSON], the Senator from North Carolina [Mr. JORDAN], the Senator from Missouri [Mr. LONG], the Senator from Louisiana [Mr. LONG], the Senator from Wyoming [Mr. MCGEE], the Senator from Michigan [Mr. McNAMARA], the Senator from Utah [Mr. MOSS], the Senator from Oregon [Mrs.

NEUBERGER], the Senator from Florida [Mr. SMATHERS], the Senator from Alabama [Mr. SPARKMAN], and the Senator from Connecticut [Mr. RIBICOFF] are absent on official business.

I further announce that the Senator from California [Mr. ENGLE] is necessarily absent.

I further announce that, if present and voting, the Senator from Oklahoma [Mr. EDMONDSON], the Senator from Indiana [Mr. HARTKE], the Senator from Missouri [Mr. LONG], the Senator from Wyoming [Mr. MCGEE], the Senator from Utah [Mr. MOSS], the Senator from Florida [Mr. SMATHERS], and the Senator from Alabama [Mr. SPARKMAN] would each vote "nay."

On this vote, the Senator from North Dakota [Mr. BURDICK] is paired with the Senator from Vermont [Mr. AIKEN].

If present and voting, the Senator from North Dakota would vote "nay" and the Senator from Vermont would vote "yea."

On this vote, the Senator from Virginia [Mr. BYRD] is paired with the Senator from Oregon [Mrs. NEUBERGER].

If present and voting, the Senator from Virginia would vote "yea" and the Senator from Oregon would vote "nay."

On this vote, the Senator from Mississippi [Mr. EASTLAND] is paired with the Senator from California [Mr. ENGLE].

If present and voting, the Senator from Mississippi would vote "yea" and the Senator from California would vote "nay."

On this vote, the Senator from Michigan [Mr. McNAMARA] is paired with the Senator from Texas [Mr. TOWER].

If present and voting, the Senator from Michigan would vote "nay" and the Senator from Texas would vote "yea."

On this vote, the Senator from Connecticut [Mr. RIBICOFF] is paired with the Senator from Utah [Mr. BENNETT].

If present and voting, the Senator from Connecticut would vote "nay" and the Senator from Utah would vote "yea."

Mr. DIRKSEN. I announce that the Senator from Vermont [Mr. AIKEN], the Senator from Utah [Mr. BENNETT], the Senator from New Hampshire [Mr. CORTON], the Senator from Hawaii [Mr. FONG], the Senators from Iowa [Mr. HICKENLOOPER and Mr. MILLER], the Senator from Idaho [Mr. JORDAN], the Senator from California [Mr. KUCHEL], the Senator from New Mexico [Mr. MECHEM], the Senator from South Dakota [Mr. MUNDT], the Senator from Massachusetts [Mr. SALTONSTALL], the Senator from Pennsylvania [Mr. SCOTT], the Senator from Wyoming [Mr. SIMPSON], the Senator from Texas [Mr. TOWER], and the Senator from North Dakota [Mr. YOUNG] are necessarily absent.

On this vote, the Senator from Vermont [Mr. AIKEN] is paired with the Senator from North Dakota [Mr. BURDICK]. If present and voting, the Senator from Vermont would vote "yea" and the Senator from North Dakota would vote "nay."

On this vote, the Senator from Utah [Mr. BENNETT] is paired with the Senator from Connecticut [Mr. RIBICOFF]. If present and voting, the Senator from

Utah would vote "yea" and the Senator from Connecticut would vote "nay."

On this vote, the Senator from Iowa [Mr. HICKENLOOPER] is paired with the Senator from Hawaii [Mr. FONG]. If present and voting, the Senator from Iowa would vote "yea" and the Senator from Hawaii would vote "nay."

On this vote, the Senator from Iowa [Mr. MILLER] is paired with the Senator from California [Mr. KUCHEL]. If present and voting, the Senator from Iowa would vote "yea" and the Senator from California would vote "nay."

On this vote, the Senator from Wyoming [Mr. SIMPSON] is paired with the Senator from Pennsylvania [Mr. SCOTT]. If present and voting, the Senator from Wyoming would vote "yea" and the Senator from Pennsylvania would vote "nay."

On this vote, the Senator from Texas [Mr. TOWER] is paired with the Senator from Michigan [Mr. McNAMARA]. If present and voting, the Senator from Texas would vote "yea" and the Senator from Michigan would vote "nay."

The result was announced—yeas 19, nays 44, as follows:

[No. 150 Leg.]

YEAS—19

Allott	Goldwater	Russell
Boggs	Hruska	Smith
Carlson	Lausche	Stennis
Curtis	Morton	Thurmond
Dirksen	Pearson	Williams, Del.
Dominick	Prouty	
Ellender	Robertson	

NAYS—44

Bayh	Hart	Monroney
Bartlett	Hill	Morse
Beall	Holland	Muskie
Bible	Humphrey	Nelson
Brewster	Inouye	Pastore
Byrd, W. Va.	Javits	Pell
Cannon	Johnston	Proxmire
Case	Keating	Randolph
Church	Kennedy	Symington
Clark	Magnuson	Talmadge
Cooper	Mansfield	Walters
Dodd	McCarthy	Williams, N.J.
Douglas	McGovern	Yarborough
Gore	McIntyre	Young, Ohio
Gruening	Metcalf	

NOT VOTING—37

Aiken	Hayden	Moss
Anderson	Hickenlooper	Mundt
Bennett	Jackson	Neuberger
Burdick	Jordan, N.C.	Ribicoff
Byrd, Va.	Jordan, Idaho	Saltonstall
Cotton	Kuchel	Scott
Eastland	Long, Mo.	Simpson
Edmondson	Long, La.	Smathers
Engle	McClellan	Sparkman
Ervin	McGee	Tower
Fong	McNamara	Young, N. Dak.
Fulbright	Mechem	
Hartke	Miller	

So Mr. PROUTY's motion to recommit with instructions was rejected.

Mr. HART. Mr. President, it seems to me entirely appropriate that the Federal Government should extend for another year its 100-percent underwriting of the manpower development and training program.

The matching requirement was originally delayed for 2 years in order that the program might be gotten underway and its usefulness demonstrated to the States.

This has taken longer than anticipated. In many instances vocational education programs were not geared to undertake this kind of retraining program. Often the machinery had to be built from the ground up.

Also, these retraining programs have had to be initiated against the statutory requirement that there be an expectation of jobs for the trainees on their completion of a retraining course.

This has meant that the retraining program has not only been running a race against the abolition of semiskilled and unskilled jobs by automation, but it has also been faced with the fact of continuing unemployment among skilled persons. Happily this latter situation has improved over the last 2 years.

We in Michigan are ironing the bugs out of this program. The fact that 80 percent of those who have completed retraining courses have been employed is evidence that this program can prove of real value in Michigan if given a chance.

But it is clear that we do need additional time. Until the effectiveness of this program can be proven without a doubt in Michigan and across the country, we cannot ask the individual States, most of which have continuing fiscal problems and are burdened with the increasing costs of existing education programs, to appropriate funds for manpower retraining.

I believe it is equally clear that we cannot afford to let manpower retraining be stillborn because of the premature withdrawal of full Federal support.

Just as the fact of unemployment is a national problem, so too are the roots of unemployment national problems.

Because of the high mobility of Americans, the lack of educational and training opportunities in one State may well become the unemployment problem of another State. Michigan knows that unemployment in Detroit is the product not only of automation and the decentralization of the auto industry, but equally of the limited educational opportunities of many of our citizens who have moved to Michigan from other States in the last 25 years.

It is significant that the bill before us today is the result of a recommendation by the President in his civil rights message of June 19. It is significant because it means recognition of the vicious and perpetuating circle formed by discrimination, lack of education and training, unemployment, and economic deprivation.

Certainly manpower retraining is only a partial answer—but we cannot let even partial answers go unfulfilled.

Therefore, Mr. President, I believe it is imperative that we approve the bill before us and give the manpower development and training program this extra impetus to become the effective weapon against unemployment which I believe it can become.

LEGISLATIVE PROGRAM

Mr. DIRKSEN. Mr. President, while many Senators are present, I should like to ask the distinguished majority leader, first, about the legislative program for tomorrow, and also whether it is likely that the Senate will be in session on Friday.

Mr. MANSFIELD. Mr. President, tomorrow the Senate will consider a number of bills on the calendar which have been approved by the Democratic policy committee for action. There is also a nomination on the Executive Calendar.

Furthermore, it is hoped that on Friday the Senate will be able to take up the bill involving aid to medical and dental schools.

I had hoped to bring up the Proxmire dairy bill, but several Senators have requested additional time to consider other commodities in the field of agriculture.

On Monday next it is anticipated that debate will start on the test ban treaty.

Mr. DIRKSEN. Mr. President, it might be appropriate at this time to have the distinguished majority leader's estimate of how long he believes consideration of the treaty is likely to take on the floor of the Senate, and whether it is possible to determine a day certain for a vote.

Mr. MANSFIELD. Both parts of the Senator's question are difficult to answer. However, the debate on the treaty will probably last anywhere from 1 week to 2 weeks. There will be no intention on our part to rush the treaty through; and every Senator who desires to be heard should be heard and will be heard. I do not anticipate any delaying tactics.

I would be glad to consider with the minority leader, sometime next week, the possibility of reaching agreement, for some time in the following week, on a day certain, when a vote could be taken. However, that remains to be seen; and I believe that in the meantime we had best let events take their course.

AMENDMENT OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

The Senate resumed the consideration of the bill (S. 1716) to amend the Manpower Development and Training Act of 1962.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, and was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

The bill (S. 1716) was passed.

Mr. CLARK. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. RANDOLPH. I move to lay that motion on the table.

Mr. DIRKSEN. Mr. President, a parliamentary inquiry. If we may have order, we may be able to find out what the status of the pending legislation is. I should like to be advised as to what was the last question that the Presiding Officer put to the Senate.

The PRESIDING OFFICER. The question was on the passage of the bill.

Mr. DIRKSEN. The distinguished Senator from Vermont has an amendment which he wishes to offer.

Mr. CLARK. As the Senator in charge of the bill, I ask unanimous consent that the action ordering the engrossment and third reading of the bill and the vote on the passage of the bill be rescinded.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. PROUTY. Mr. President, I wish to make it clear to Senators who are present that I shall not ask for the yeas and nays on my amendment; nor on the passage of the bill.

I thank the Senator from Pennsylvania. I send an amendment to the desk and ask that it be stated.

The PRESIDING OFFICER. The amendment will be stated.

The legislative clerk proceeded to state the amendment.

Mr. RANDOLPH. Mr. President, may we have order?

The PRESIDING OFFICER. The Senate will be in order.

Mr. PROUTY. Mr. President, I ask unanimous consent that further reading of the amendment be dispensed with. I can explain it very briefly.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 1, strike out all after the enacting clause and insert in lieu thereof, the following: "That the Manpower Development and Training Act of 1962 is amended by adding at the end of section 202 the following new subsection:

"(h) Whenever appropriate, the Secretary of Labor may also refer for the development of functional literacy and basic work skills those eligible persons who have neither completed the eighth grade of school nor otherwise acquired the educational equivalent of the eighth grade of school and who will thereby be able to pursue courses of occupational training, and such referrals shall be considered a referral for training within the meaning of this Act, except that the provisions of subsection (d) of this section shall not apply to the selection of persons under this subsection, and such persons shall be eligible for an additional fifty-two weeks of training allowances."

"SEC. 2. Subsection (c) of section 203 of such Act is amended by striking out the word 'nineteen' and inserting the word 'sixteen' in lieu thereof, by striking out 'but not more than 5 per centum of the estimated total training allowances paid annually under this Section may be paid to such youths,' and adding the following: 'Provided, That no training allowance shall be paid to any individual who is under nineteen years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has continuously failed to attend school classes for a period of not less than six months during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed.'

"SEC. 3. Section 231 of such Act is amended by striking out the period at the end of the first sentence, inserting a comma in lieu thereof, and adding the following: 'except that with respect to referrals under subsection (h) of section 202 the Secretary of Health, Education, and Welfare may make arrangements for the provision of the training to be provided under such subsection (h) through other appropriate education agencies'."

"SEC. 4. Section 302 of such Act is amended by striking out the word 'vocational' before the words 'education and training'.

"SEC. 5. Subsection (b) of section 305 is amended by striking out the word 'vocational'.

"SEC. 6. Section 304 of such Act is amended by adding at the end thereof the following new subsections:

"(e) In addition to the amounts authorized by subsection (b), there are hereby authorized to be appropriated \$60,000,000 for the fiscal year ending June 30, 1964, and \$100,000,000 for the fiscal year ending June 30, 1965, for the purpose of carrying out title II.

"(f) Not more than 20 per centum of the funds authorized to be appropriated for the purposes of carrying out title II of this Act shall be used for training allowances paid to youths over sixteen but under twenty-two years of age.

"(g) Not more than 15 per centum of the funds authorized to be appropriated for the purposes of carrying out title II of this Act shall be used for training allowances paid to trainees under subsection (h) of section 202 thereof.

"(h) Notwithstanding any other provision of this Act, not more than 30 per centum of the funds appropriated pursuant to the authorizations in this section shall be used for training costs, exclusive of training allowances, of projects under title II of this Act."

"SEC. 7. That (a) section 203(d) of the Manpower Development and Training Act of 1962, as amended, is amended by striking out '1964' and inserting in lieu thereof '1965'.

"(b) The third sentence of section 231 of such Act is amended by striking out '1964' and inserting in lieu thereof '1965'."

Mr. PROUTY. Mr. President, first, let me point out that under my proposal I would combine the text of S. 1831 and that of S. 1716.

S. 1831 is the bill which has been reported by the Committee on Labor and Public Welfare. It provides for \$100 million additional for the Manpower Retraining Act for the current fiscal year, and an additional \$100 million for fiscal year 1965.

In accordance with figures which I gave earlier, if we combine the \$110 million which has already been appropriated by the Senate for fiscal year 1964, with the authorizations which have been requested, and with the provisions in S. 1831, we will find the total to be \$632 million, which can be spent for the manpower retraining program during the present fiscal year and fiscal year 1965.

It seems to me that there is no justification whatever for appropriating or authorizing funds in this amount. We find, too, that at the present time only 22,000 people are participating in the program.

We find that the need for the \$100 million which was authorized in S. 1831, the Clark bill, will have passed before the funds will have been appropriated, which means that we can reduce that amount by \$25 million without any problem whatsoever.

The House has also appropriated \$140 million for this program for fiscal 1964. Assuming that the Senate conferees and the House conferees split the difference, that means that probably the Senate appropriation will be increased by about \$15 million. So under the provisions of S. 1831, I have reduced the \$100 million by \$40 million, leaving a remainder of

\$60 million. In other words, \$170 million will be available for the program in fiscal 1964, the current fiscal year. Twenty percent of the total \$170 million, under the proposal which I have offered, would furnish employment to approximately 100,000 individuals in the youth program, 42,000 individuals in the literacy program, which is a part of the Clark bill, and 62,000 individuals in the adult training program. That is for fiscal 1964.

For fiscal 1965, under my proposal, \$261 million would be available. This amount would provide training for 154,000 persons in the youth program in fiscal 1964; training for 61,000 in the literacy program; and training for 116,000 persons in the adult training program.

On a 2-year basis, the total cost of my proposal will be \$431 million. In my judgment, this figure is much higher than is necessary to carry out the program in an effective manner. My proposed substitute includes some parts of S. 1831 and also incorporates some features of that bill which I believe are highly desirable and necessary.

A new section 202(h) would establish the literacy program contained in S. 1831. The participants under this program would be limited to those having less than an eighth-grade education. It seems to me that anyone who has completed 8 years of schooling does not need to be taught to read or write. If he has not acquired that ability after having spent 8 years in school, I doubt whether he is ever likely to become proficient in reading or writing.

My proposal would also reduce the youth participation age from 19 to 16 years.

It would remove the 5-percent limitation on youth training allowances and make available 20 percent of the total appropriations.

My amendment in the nature of a substitute would require school dropouts to have been out of school for 6 months of the regular term rather than 3 months, as in S. 1831.

My substitute includes a new authorization, as does S. 1831, for the new program and the extension of youth training. As I stated earlier, it provides additional authorizations of \$60 million for fiscal 1964 and \$100 million for fiscal 1965.

It places a 20-percent ceiling on the amount of funds which can be used in the youth training program, and a 15-percent ceiling on the new literacy program for training allowances.

It places a 30-percent ceiling on the amount of appropriations which may be used to defray training costs of title II projects.

I have checked and found that the average training course thus far has been in the vicinity of 33 or 34 percent, which seems to me unnecessarily high; nevertheless, I have reduced it only 4 percent.

My proposal incorporates 100 percent of Federal financing for S. 1716. It also strikes out the amount in S. 1716, but adds \$60 million for fiscal 1964 and \$100 million for fiscal 1965 to the existing authorization of \$161 million.

It seems to me that this program cannot possibly spend the amount which I have envisioned in my substitute. My

proposal is very liberal. It could be cut substantially without having an adverse effect on the bill itself. In effect, if the amendment should be adopted, it would reduce the appropriation and authorization existing over the next 2 years by some \$201 million, leaving approximately \$432 million to be available for the program for fiscal 1964 and fiscal 1965.

Frankly, I do not believe that amount of money could be spent; but I wish to be as generous as I can, because I sincerely believe that if the program can be made to work, it will satisfy a great need in our country today.

Mr. President, with that explanation, I am ready to vote.

Mr. CLARK. Mr. President, with all deference to the distinguished Senator from Vermont, for whom I have the highest respect, this is not the way to legislate on the floor of the Senate. I have before me the Senator's amendment of 2½ typewritten pages. Only two Members of this body have read it. They are the Senator from Vermont [Mr. PROUTY] and I. I read it for the first time at the desk about 10 minutes ago.

The amendment would combine two bills, one of which is not before the Senate, and will not be for several days. It takes the provisions of one and the provisions of another as a substitute for a bill which has been carefully thought out by the Committee on Labor and Public Welfare.

The Senator from Vermont is a member of the subcommittee which considered the bill. He did not propose his substitute amendment in the subcommittee or in the full committee. It is now proposed at the 11th hour, on the floor of the Senate. I doubt whether any Senator could adequately understand the amendment on first reading it. I hope the amendment will be rejected.

Mr. PROUTY. Mr. President, in reply to the Senator from Pennsylvania, I should say that I did attend the meeting of the full committee. I had been seeking for several days to obtain a sufficient invitation to enable me to offer an amendment of this kind or one of a similar nature. But we were persuaded to act hurriedly in the committee meeting, and sufficient time was not taken, so I was unable to get some of the information necessary to justify in committee the \$432 million proposal I am now offering.

The Senator from Pennsylvania is familiar with some of the proposals in the amendment, because he is familiar with the bill introduced by the Senator from West Virginia.

If sufficient time had been accorded me in the committee, it would not have been necessary for me to offer this amendment in the Senate at the last moment. I am sure the Senator from Pennsylvania will agree with me as to that, because at times he has a tendency to rush things through when he is convinced that the time is ripe. I do not criticize him for that; I simply say that I did not have an opportunity to secure the desired information from the executive departments concerned to enable me to draft an amendment or a substitute for presentation to the committee.

This is perhaps not a desirable way to legislate; but it seems to me that we could have acted in committee with a little more reserve and time in order that we might have known what we were doing when we reported the bill. I dare say that few Members of the Senate have any idea today of what the committee has done.

The bill to which the Senator from Pennsylvania refers is one that came before the committee later, and should have been included in the bill now before the Senate, because it provides \$200 million that will go into the program. In all fairness, Senators should have known today that \$200 million was proposed to be added to the bill for manpower retraining. In my judgment, that was not being completely fair and straightforward with the Senate today.

Mr. PELL. Mr. President, the bill presently under consideration by the Senate, S. 1716, is designed to eliminate the State matching requirement under the Manpower Development and Training Act of 1962. This would take effect beginning July 1, 1964. The bill would also authorize the additional appropriation of \$161 million for this important program.

Few persons would quarrel with the fact that unemployment in the United States is a major domestic problem, and one which is assuming alarming proportions. The Manpower Act is designed to combat part of this problem by retraining workers in new and valuable skills. It is not a perfect program; very few new programs are. It is an important one though, and must be pressed into further development by the Federal Government.

Only 10 States have taken the most initial steps in providing matching funds under the original act, and only 4 States have enacted enabling legislation. With many of the State legislatures not scheduled to meet next year, the program is in jeopardy of extinction unless Congress acts.

Some critics of this program might say the lack of State activity indicates a lack of support. Secretary Wirtz, in his testimony before the Subcommittee on Employment and Manpower, stated that he had not received one negative report from the States, and, in fact, had received positive reactions from almost all of them. This program is designed to meet a national problem. I feel that Congress must pave the way. As the program develops and as more projects are initiated and completed, the States will have an opportunity to legislate and on the local level to buttress these efforts. Until that time, it is the responsibility of Congress; and I urge my colleagues to join with those of us who support this program in insuring its continuation.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Vermont [Mr. Prouty].

The amendment was rejected.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill (S. 1716) was ordered to be engrossed for a third reading, was read the third time, and passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) section 203(d) of the Manpower Development and Training Act of 1962, as amended, is amended by striking out "1964" and inserting in lieu thereof "1965".

(b) The third sentence of section 231 of such Act is amended by striking out "1964" and inserting in lieu thereof "1965".

SEC. 2. Subsection (b) of section 304 of such Act is amended by striking out the words "a like amount" and inserting in lieu thereof "\$322,000,000".

Mr. MAGNUSON. Mr. President, on this vote my colleague from Washington [Mr. JACKSON] is necessarily absent on official business. He advised me that were he present he would like to be recorded as voting "yea" on the passage of the bill.

Mr. CLARK. Mr. President, I move that the Senate reconsider the vote by which the bill was passed.

Mr. PASTORE. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

REGISTRATION OF PROFESSIONAL NURSES AS STAFF OFFICERS IN THE U.S. MERCHANT MARINE

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 454, House bill 5781, and that it be laid down and made the pending business.

The motion was agreed to; and the Senate proceeded to consider the bill (H.R. 5781) to amend the act of August 1, 1939, to provide that professional nurses shall be registered as staff officers in the U.S. merchant marine, which had been reported from the Committee on Commerce with an amendment to strike out all after the enacting clause and insert:

That (a) the first sentence of the Act entitled "An Act to provide for the registry of purser and surgeons as staff officers on vessels of the United States, and for other purposes", approved August 1, 1939 (46 U.S.C., sec. 242), is amended by striking out "and (5) surgeon" and inserting in lieu thereof "(5) surgeon, and (6) professional nurse".

(b) Section 2 of such Act of August 1, 1939, is amended by striking out the last sentence and inserting in lieu thereof the following: "Applicants for registry as surgeon or professional nurse shall be required to possess a valid license as physician and surgeon or registered nurse, respectively, issued under the authority of a State or territory of the United States, the Commonwealth of Puerto Rico, or the District of Columbia."

Mr. MANSFIELD. Mr. President, no further business, insofar as the consideration of proposed legislation is concerned, will be transacted tonight.

ORDER FOR ADJOURNMENT

Mr. MANSFIELD. Mr. President, I ask unanimous consent that when the Senate concludes its business today, it adjourn until 12 o'clock noon tomorrow.

The PRESIDING OFFICER. Without objection, it is so ordered.

YUGOSLAVIA SNUGGLES CLOSER TO RED TRADE BLOC

Mr. PROXMIRE. Mr. President, some people still refuse to believe that Tito is closer to Khrushchev than ever before. Every day's developments show more convincingly that he is.

The objective evidence is reported in an article written by David Binder in today's New York Times which indicates that Marshal Tito has been given an associate status in the Communist economic organization, known as Comecon, which is the economic council for the Soviet Communist bloc states.

Let me read one or two short paragraphs from this:

Yugoslavia had long sought observer status in Comecon, but at first political friction between this country [Yugoslavia] and the Soviet bloc and, later, a Soviet insistence that Yugoslavia become a full member blocked the move. The government of President Tito did not want full membership because it was thought this might compromise the country's good trade standing with Western countries. Yugoslavia has sought observer status in the Common Market, the Western equivalent of Comecon, for more than a year, but no action has been taken.

Mr. President, this again is objective evidence that Tito and Yugoslavia are moving closer to the Soviet bloc than ever before. I ask unanimous consent to have printed at this point in the RECORD the article published in the New York Times and written by David Binder.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

YUGOSLAVIA TO GET STATUS OF OBSERVER IN RED TRADE BLOC (By David Binder)

BELGRADE, YUGOSLAVIA, September 3.—A Government spokesman said today that Yugoslavia would be granted observer status in the Soviet bloc's Council for Mutual Economic Assistance within the next several months.

The spokesman said it had been "agreed upon in principle" that this independent Socialist country would obtain associate status in the Communist economic organization, known as Comecon, before Premier Khrushchev arrived 2 weeks ago. The Soviet leader flew to Moscow this morning from Belgrade's airport, ending a 15-day visit to Yugoslavia.

An economic delegation that included Mikhail A. Leschko, the chief Soviet representative in the economic council, was already in Yugoslavia when Mr. Khrushchev arrived.

Yugoslavia had long sought observer status in Comecon but at first political friction between this country and the Soviet bloc and, later, a Soviet insistence that Yugoslavia become a full member blocked the move.

The government of President Tito did not want full membership because it was thought this might compromise the country's good trade standing with Western countries. Yugoslavia has sought observer status in the Common Market, the Western equivalent of Comecon, for more than a year, but no action has been taken.

The spokesman said that the status of observer in Comecon would enable Yugoslavia to be well informed on the Soviet bloc's plans for economic specialization and integration and on their long-range individual plans. He said the Belgrade government would thus be able to adapt certain industries to the needs of the bloc.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued Sept. 6, 1963

For actions of Sept. 5, 1963

88th-1st; No. 139

CONTENTS

Adjournment.....6	Farm labor.....5	Forestry.....14
Electrification.....12	Fiscal policy.....13	Grains.....1
Exports.....4	Foreign aid.....2	Holiday.....15
		Information.....16
		Legislative program.....11
		Lumber.....3,4
		Manpower.....7,11
		Minerals.....10
		News service.....16
		Nuclear Test Ban Treaty..8
		Recreation.....14
		Research.....9
		Rivers and harbors.....4
		Science.....9

HIGHLIGHTS: Rep. Jensen urged passage of bill to provide that motor fuel contain alcohol made from surplus grains. Rep. Rogers (Fla.) urged further reductions in foreign aid authorization bill. Several Reps. debated administration's policy on aid for lumber industry. House committee granted permission to report Mexican farm labor bill during adjournment Friday. Rep. McClory criticized REA ski loan and inserted article.

HOUSE

1. GRAINS. Rep. Jensen urged passage of his and Sen. Mundt's bills to provide that all motor fuel contain at least 5 percent alcohol made from surplus grains. pp. 15514-5
2. FOREIGN AID. Rep. Rogers (Fla.) urged further reductions in the foreign aid authorization bill. p. 15519
3. LUMBER. Several Representatives debated the merits of administration policies concerning proposals to provide relief for the domestic lumber industry, and Rep. Westland criticized a report of this Department recommending against enactment of legislation to impose quotas on imports of Canadian lumber. pp. 15521-6
4. RIVERS AND HARBORS. Rep. Green (Ore.) complimented the port of Portland, Ore., noting the lumber and grain exports from there. p. 15516
5. FARM LABOR. Several Representatives debated the merits of the Mexican farm labor program. pp. 15516-7, 15526-7
6. ADJOURNED until Mon., Sept. 9. p. 15528

SENATE

7. MANPOWER DEVELOPMENT. Began consideration of S. 1831, to amend the Manpower Development and Training Act of 1962 regarding the referral of applicants for the development of functional literacy and basic work skills and the payment of training allowances to certain trainees (p. 15564). Agreed to a unanimous-consent agreement limiting debate on this bill beginning Fri., Sept. 6 (p. 15528). Sen. Javits submitted amendments intended to be proposed to the bill (pp. 15532-3).
8. NUCLEAR TEST BAN TREATY. Sens. Goldwater, Mansfield, and others debated the merits of the Nuclear Test Ban Treaty. pp. 15545-8, 15549-52, 15561-3
9. RESEARCH; SCIENCE. Received the nomination of Colin Munro MacLeod to be Deputy Director of the Office of Science and Technology. p. 15564
10. MINERALS. Both Houses received from the Office of Minerals Exploration, Department of the Interior, the semiannual report on the program for the discovery and exploration of domestic mineral resources. pp. 15519, 15529
11. LEGISLATIVE PROGRAM. Sen. Mansfield announced that S. 1831, to amend the Manpower Development and Training Act of 1962, will be considered Fri. p. 15529

ITEMS IN APPENDIX

12. ELECTRIFICATION. Extension of remarks of Rep. McClory inserting an article, "Skiing With REA," and stating "that this agency REA has outlived its usefulness or the purpose for which it was created needs hardly be highlighted by the editorial." pp. A5616-7
Extension of remarks of Rep. Ullman urging the House to vote this session on "vitally important programs which will help facilitate full development of our water power." p. A5631
13. FISCAL POLICIES. Extension of remarks of Rep. Curtis suggesting that some reformulation of Government policies is necessary in order to solve the balance-of-payments problem. pp. A5625-6
14. RECREATION; FORESTS. Extension of remarks of Sen. Byrd, W. Va., inserting an article describing W. Virginia's recreational areas, including the Monogahela National Forest. pp. A5628-9

BILLS INTRODUCED

15. HOLIDAY. H. R. 8339, by Rep. Fulton, Penn., declaring October 12 to be a legal holiday, to be known as Columbus Day; to Judiciary Committee.
16. INFORMATION. H. R. 8341, by Rep. Hosmer, to prohibit the U. S. Department of Agriculture from participating in activities which are in competition with private news services engaged in dissemination of news or other information; to Agriculture Committee.

0

COMMITTEE HEARINGS:

- Sept. 6: Removal of \$10 million limitation on cropland use adjustment program, S. Agriculture (Godfrey, ASCS, to testify).
- Sept. 10: Prohibit registration of pesticides under protest, S. Agri. (Clarkson, ARS, to testify).

S. 1716

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 5, 1963

Referred to the Committee on Education and Labor

AN ACT

To amend the Manpower Development and Training Act of 1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That (a) section 203 (d) of the Manpower Development
4 and Training Act of 1962, as amended, is amended by
5 striking out "1964" and inserting in lieu thereof "1965".

6 (b) The third sentence of section 231 of such Act is
7 amended by striking out "1964" and inserting in lieu thereof
8 "1965".

9 SEC. 2. Subsection (b) of section 304 of such Act is
10 amended by striking out the words "a like amount" and
11 inserting in lieu thereof "\$322,000,000".

Passed the Senate September 4, 1963.

Attest:

FELTON M. JOHNSTON,

Secretary.

88TH CONGRESS
1ST Session

S. 1716

AN ACT

To amend the Manpower Development and
Training Act of 1962.

SEPTEMBER 5, 1963

Referred to the Committee on Education and Labor

found when they have gone to the American consul in Monterrey and said:

We have had Pedro Sanchez here for several months. We like the way he works. Now he has had to return because his time is up under the bracero pact. And we are applying to the American consulate now in behalf of Pedro Sanchez to bring him over here on an immigration permit or visa, to bring him over as a legal resident.

When Pedro Sanchez does come over as a legal resident, he can go and work for that rancher under the bracero terms, but he will not stay there because he is free to go off and find employment at better wages. This is the reason why the user of the bracero does not wish to bring over the bracero under other circumstances than bracero terms. This, in turn, has had a deleterious effect on our own domestic labor.

But this is not the sole and exclusive reason why I rise against the extension of the bracero pact. I feel that is a good enough reason but it is not the sole and exclusive reason because I am willing to grant that if we do have and there is a need for the legitimate use of this labor then I say let us bring it over under dignity, let us bring it over in freedom, let us bring it over in the tradition for which we stand.

(Mr. GONZALEZ asked and was given permission to revise and extend his remarks.)

BRACERO LABOR

The SPEAKER pro tempore. Under previous order of the House, the gentleman from Arkansas [Mr. GATHINGS] is recognized for 5 minutes.

Mr. GATHINGS. Mr. Speaker, the gentleman from Texas [Mr. GONZALEZ] has a perfect right to his convictions. He has a right to state his opinions and his views with respect to any matter he wishes to discuss.

Now he has just spoken about the importation of bracero labor to this country and referred to that labor as "slave labor." He mentioned it earlier when he addressed the House and reiterated that this labor, brought into this country under Public Law 78, is "slave labor." I know of no better authority on this matter than the Mexican press or the people of that republic.

Mr. Speaker, I hold in my hand an article from the Christian Science Monitor under date of June 5, 1963, referring to the issue raised in the debate earlier here when Public Law 78 extension was before the House, and when bracero labor was called by a colleague during the debate on this bill, at that time, as slave labor. This article refers to that pronouncement made on the floor of the House. The article is by Marion Wilhelm, special correspondent of the Christian Science Monitor, and the dateline is Mexico City. In the article he quotes from a Mexico City newspaper, La Prensa, as follows:

There is no doubt that we have been insulted—

He is speaking now of the bracero workers being referred to as slave labor on this floor when the bill was before us—but apart from the insult, they would leave us in the vulnerable position of losing from

one day to the next the dollars that the braceros send back to maintain our very precarious balance of payments. And that means that some 300,000 Mexican families will suffer from the unemployment of their family wage earners.

Public Law 78 builds good will with our friend and neighbor to the south of us. These workers enjoy coming here to work and want the opportunity to return from year to year.

Now, Mr. Speaker, the gentleman from Texas stated that the best way to solve this problem is to bring in immigrants for permanent residence in this country. That is the situation which exists at this time where some 2 million are being brought in from other countries as permanent residents each year. They complain about the 200,000 that come in under Public Law 78 but say nothing about the 2 million who enter the country to make America their domicile. These people compete with our own workers.

Mr. TEAGUE of California. Mr. Speaker, will the gentleman yield at that point?

Mr. GATHINGS. I am glad to yield to the gentleman from California.

Mr. TEAGUE of California. It seems to me that it should be very clear that the fallacy in the argument of the gentleman from Texas is simply this: These braceros, Mexican nationals, are brought here under contracts under the terms of the treaty as unattached men. They do not bring their families. They are here for a few months and are moved around entirely voluntarily, but moved from place to place as they are needed. They are recontracted to farmers in other States quite often. When they are no longer needed, they go back to Mexico.

If we brought in the immigrants which the gentleman from Texas has recommended, we would have many more hundreds of thousands of families wandering around this country and perhaps working a few weeks out of the year and taking jobs the rest of the year from industrial workers, and when they cannot find those jobs, adding to the problem of our welfare rolls. That is the difficulty with the gentleman's suggestion, as compared to the very practical program for a supplemental labor force by contract to meet needs that cannot be met with domestic workers.

Mr. GATHINGS. I agree with the gentleman wholeheartedly. As a matter of fact, these 2 million that are coming in here are supplanting our own labor force with respect to jobs.

Mr. TEAGUE of California. Which the braceros are not.

Mr. GATHINGS. That is true. They come in for a specific purpose and work by contract. When that contract is concluded they are carried back to the border or made available in the harvest of vital crops in some other area.

Mr. TEAGUE of California. And if the gentleman will yield further, they cannot be given a job unless the Department of Labor certifies that there are no domestic workers who are available and who are able and willing to do that job.

Mr. GATHINGS. That is true and to do that job in a particular vicinity. I am grateful to the gentleman from California for his participation in this dis-

cussion and for the contributions he has made.

Without a sufficient labor force to cultivate and harvest fresh vegetables and fruits supply shortages will occur as there will be less acreage grown. The price to the consumer will be higher and could be considerably higher for these foods. The effect upon the general economy would be great in the many industries who are a part of moving the produce from the farm to the table. It is not just the farmer who will suffer—there is the housewife's budget, the canner, the supplier of containers, fertilizer, distributor, the trucker, the railroads, and the workers in these industries are to be considered as well.

(Mr. GATHINGS asked and was given permission to revise and extend his remarks.)

Mr. TEAGUE of California. I thank the gentleman for yielding.

LEAVE OF ABSENCE

By unanimous consent, leave of absence was granted to Mr. TOLLEFSON, from September 9, 1963, to September 25, 1963, on account of official business.

SPECIAL ORDERS GRANTED

By unanimous consent, permission to address the House, following the legislative program and any special orders heretofore entered, was granted to:

Mr. GONZALEZ, for 10 minutes, today.

Mr. GATHINGS, for 5 minutes, today.

EXTENSION OF REMARKS

By unanimous consent, permission to extend remarks in the Appendix of the RECORD, or to revise and extend remarks, was granted to:

Mr. O'HARA of Illinois in three instances and to include extraneous matter.

Mr. GATHINGS and to include an editorial.

Mr. HOSMER in three instances.

Mr. FOREMAN and to include extraneous matter.

Mr. FEIGHAN in four instances and to include extraneous matter.

Mr. MCCLORY (at the request of Mr. TOLLEFSON) and to include extraneous matter.

(The following Members (at the request of Mr. TEAGUE of California) and to include extraneous matter:)

Mr. CURTIS in two instances.

Mr. FOREMAN.

Mr. ELLSWORTH.

Mrs. ST. GEORGE.

Mr. MORSE.

Mr. ALGER in three instances.

Mr. YOUNGER in two instances.

(The following Members (at the request of Mr. BOGGS) and to include extraneous matter:)

Mr. SIKES in five instances.

Mr. HEBERT in five instances.

Mr. FRASER.

Mr. HANNA.

Mr. EVINS.

(The following Members (at the request of Mr. GIBBONS):)

Mr. DAVIS of Tennessee.

Mr. EDMONDSON in two instances.
Mr. OLSEN of Montana.

SENATE BILL REFERRED

A bill of the Senate of the following title was taken from the Speaker's table and, under the rule, referred as follows:

S. 1716. An act to amend the Manpower Development and Training Act of 1962; to the Committee on Education and Labor.

ADJOURNMENT

Mr. GIBBONS. Mr. Speaker, I move that the House do now adjourn.

The motion was agreed to; accordingly (at 12 o'clock and 58 minutes p.m.), under its previous order, the House adjourned until Monday, September 9, 1963, at 12 o'clock noon.

EXECUTIVE COMMUNICATIONS, ETC.

Under clause 2 of rule XXIV, executive communications were taken from the Speaker's table and referred as follows:

1173. A letter from the Comptroller General of the United States, transmitting a report relative to excessive costs of maintenance and management of properties acquired upon default of loans made under the loan guarantee and direct loans programs, Veterans' Administration, pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67); to the Committee on Government Operations.

1174. A letter from the Comptroller General of the United States, transmitting a report on illegal use of operation and maintenance funds for rehabilitation and construction of family housing and construction of a related facility of the Department of Defense, pursuant to the Budget and Accounting Act, 1921 (31 U.S.C. 53), and the Accounting and Auditing Act of 1950 (31 U.S.C. 67); to the Committee on Government Operations.

1175. A letter from the Attorney General, transmitting a draft of proposed legislation, entitled, "A bill to enact the interstate agreement on detainees into law"; to the Committee on the Judiciary.

1176. A letter from the Commissioner, Immigration and Naturalization Service, U.S. Department of Justice, transmitting copies of orders suspending deportation as well as a list of the persons involved, pursuant to

the Immigration and Nationality Act of 1952, as amended by Public Law 87-885; to the Committee on the Judiciary.

1177. A letter from the Commissioner, Immigration and Naturalization Service, U.S. Department of Justice, transmitting copies of orders suspending deportation as well as a list of the persons involved, pursuant to the Immigration and Nationality Act of 1952, as amended by Public Law 87-885; to the Committee on the Judiciary.

PUBLIC BILLS AND RESOLUTIONS

Under clause 4 of rule XXII, public bills and resolutions were introduced and severally referred as follows:

By Mr. FULTON of Pennsylvania:

H.R. 8339. A bill declaring October 12 to be a legal holiday, to be known as Columbus Day; to the Committee on the Judiciary.

By Mr. HEBERT:

H.R. 8340. A bill to amend title 37, United States Code, to provide an incentive plan for participation in the Ready Reserve; to the Committee on Armed Services.

By Mr. HOSMER:

H.R. 8341. A bill to prohibit the U.S. Department of Agriculture from participating in activities which are in competition with private news services engaged in dissemination of news or other information; to the Committee on Agriculture.

By Mr. MORSE:

H.R. 8342. A bill to promote the development of improved local-service aircraft by providing for temporary Federal assistance for such development, and for other purposes; to the Committee on Interstate and Foreign Commerce.

By Mr. ROSTENKOWSKI:

H.R. 8343. A bill to provide assistance in combating mental retardation through grants for construction of research centers and grants for facilities for the mentally retarded and assistance in improving mental health through grants for construction of community mental health centers, and for other purposes; to the Committee on Interstate and Foreign Commerce.

By Mr. WILLIAMS:

H.R. 8344. A bill to amend the Railway Labor Act to provide that the terms of office of members of the National Mediation Board shall expire on July 1; to the Committee on Interstate and Foreign Commerce.

By Mr. BRADEMAS:

H.J. Res. 681. Joint resolution to authorize the President to issue annually a proclamation designating the first week in March of each year as "Save Your Vision Week"; to the Committee on the Judiciary.

By Mr. ELLSWORTH:

H.J. Res. 682. Joint resolution to authorize the President to issue annually a proclamation designating the first week in March of each year as "Save Your Vision Week"; to the Committee on the Judiciary.

By Mr. PRICE:

H.J. Res. 683. Joint resolution to authorize the President to issue annually a proclamation designating the first week in March of each year as "Save Your Vision Week"; to the Committee on the Judiciary.

By Mr. SHEPPARD:

H.J. Res. 684. Joint resolution proposing an amendment to the Constitution of the United States relative to equal rights for men and women; to the Committee on the Judiciary.

By Mr. TOLLEFSON:

H.J. Res. 685. Joint resolution to authorize the construction of a hotel and related facilities in Mount Rainier National Park; to the Committee on Interior and Insular Affairs.

By Mr. JONES of Missouri:

H. Res. 514. Resolution to grant additional travel authority to the Committee on Agriculture; to the Committee on Rules.

PRIVATE BILLS AND RESOLUTIONS

Under clause 1 of rule XXII, private bills and resolutions were introduced and severally referred as follows:

By Mr. BROYHILL of North Carolina:

H.R. 8345. A bill for the relief of Anneliese Martha Hyde; to the Committee on the Judiciary.

By Mr. ROYBAL:

H.R. 8346. A bill for the relief of Juan Hernandez-Martinez; to the Committee on the Judiciary.

By Mr. ST. ONGE:

H.R. 8347. A bill for the relief of Yusuf Shakir Farsakh; to the Committee on the Judiciary.

By Mr. TOLLEFSON:

H.R. 8348. A bill for the relief of Mrs. Faye E. Russell Lopez; to the Committee on the Judiciary.

PETITIONS, ETC.

Under clause 1 of rule XXII,

265. The SPEAKER presented a petition of John C. Cascione, New York, N.Y., relative to requesting amendment of the 16th amendment of the Constitution so as to provide a low flat rate of tax upon all economic transfers without deduction, exception, exemption, allowance, discount, or reduction in any manner whatsoever, which was referred to the Committee on the Judiciary.

that relate to the rights or powers reserved to the States or the people." Again, the required vote is characterized as "at least 26 of the 50 States, speaking through their judicial branches of government." Finally, " * * * under this procedure the States themselves would be the final arbiters of the extent of their reserved rights and powers."¹¹

The Articles of Confederation did not create any Federal judiciary, but did at least provide that "the Articles of this Confederation shall be inviolably observed by every State."¹² The Court of the Union amendment would subjugate our Federal judiciary to the States, and turn the supremacy clause of our Constitution¹³ upside down.

CONCLUSION

The purpose and effect of the three proposed amendments is to make our country's Government much like what it was under the Articles of Confederation and perpetual union. There the States severally entered into "a firm league of friendship with each other"¹⁴—which lasted 8 years.

It is the opinion of this committee, without dissent, that each of the proposed amendments should be emphatically rejected.¹⁵

Committee on Federal Constitution: Martin Taylor, chairman, New York; Theodore Pearson, secretary, New York; Ernest Angell, New York; William C. Breed, Jr., New York; Bruce Bromley, New York; Porter R. Chandler, New York; William Tucker Dean, Ithaca; Howard M. Holtzmann, New York; R. Keith Kane, New York; Randall J. LeBoeuf, Jr., New York; Ernest D. Leet, Jamestown; George Lindsay, Jr., New York; John E. Lockwood, New York; Henry S. Manley, Strykersville; Willis L. M. Reese, New York; William J. Rennert, New York; Harrison Tweed, New York; Cornelius W. Wickersham, Jr., New York.

JULY 30, 1963.

APPENDIX

The action of the general assembly of the States (see note 1, supra) took the form of recommending three resolutions for adoption by State legislatures without change and in such form as not to require approval or veto by the Governors. In each of the resolutions, the legislature petitions Congress "to call a convention for the purpose of proposing the following article" as an amendment to the Constitution. Following are the texts of the three articles thus proposed (omitting in each case the usual final section declaring the article inoperative unless ratified in 7 years):

[Amendment changing the amending process]

"SECTION 1. Article V of the Constitution of the United States is hereby amended to read as follows:

¹¹ Shanahan, supra, note 2, at 635.

¹² Art. XIII.

¹³ Art. VI, cl. 2. "This Constitution, and the laws of the United States which shall be made in pursuance thereof; and all treaties made, or which shall be made, under the authority of the United States, shall be the supreme law of the land; and the judges in every State shall be bound thereby, any thing in the Constitution or laws of any State to the contrary notwithstanding."

¹⁴ Art. III.

¹⁵ Our discussion has been confined to the effects of the proposed amendments. For a highly critical analysis of the proponents' motives, see Commager, "To Form a Much Less Perfect Union", the New York Times magazine, July 14, 1963, p. 5, charging that the proponents are not genuinely concerned with the powers of the States and that "The ambition which animates them is not to strengthen the States, but to paralyze the Nation."

"The Congress, whenever two-thirds of both Houses shall deem it necessary, or, on the application of the legislatures of two-thirds of the several States, shall propose amendments to this Constitution, which shall be valid to all intents and purposes, as part of this Constitution, when ratified by the legislatures of three-fourths of the several States. Whenever applications from the legislatures of two-thirds of the total number of States of the United States shall contain identical texts of an amendment to be proposed, the President of the Senate and the Speaker of the House of Representatives shall so certify, and the amendment as contained in the application shall be deemed to have been proposed, without further action by Congress. No State, without its consent, shall be deprived of its equal suffrage in the Senate."

[Apportionment amendment]

"SECTION 1. No provision of this Constitution or any amendment thereto, shall restrict or limit any State in the apportionment of representation in its legislature.

"SEC. 2. The judicial power of the United States shall not extend to any suit in law or equity, or to any controversy, relating to apportionment of representation in a State legislature."

[Court of the Union amendment]

"SECTION 1. Upon demand of the legislatures of five States, no two of which shall share any common boundary, made within two years after the rendition of any judgment of the Supreme Court relating to the rights reserved to the States or to the people by this Constitution, such judgment shall be reviewed by a Court composed of the chief justices of the highest courts of the several States to be known as the Court of the Union. The sole issue before the Court of the Union shall be whether the power or jurisdiction sought to be exercised on the part of the United States is a power granted to it under this Constitution.

"SEC. 2. Three-fourths of the justices of the Court of the Union shall constitute a quorum, but it shall require concurrence of a majority of the entire Court to reverse a decision of the Supreme Court. In event of incapacity of the chief justice of the highest court of any State to sit upon the Court of the Union, his place shall be filled by another justice of such State court selected by affirmative vote of a majority of its membership.

"SEC. 3. On the first Monday of the third calendar month following the ratification of this amendment, the chief justices of the highest courts of the several States shall convene at the national capital, at which time the Court of the Union shall be organized and shall adopt rules governing its procedure.

"SEC. 4. Decisions of the Court of the Union upon matters within its jurisdiction shall be final and shall not thereafter be overruled by any court and may be changed only by an amendment of this Constitution.

"SEC. 5. The Congress shall make provision for the housing of the Court of the Union and the expenses of its operation."

BILLS INTRODUCED

Bills were introduced, read the first time, and, by unanimous consent, the second time, and referred as follows:

By Mr. INOUE:

S. 2116. A bill for the relief of Mrs. Manuela Cabasag; to the Committee on the Judiciary.

By Mr. DOUGLAS:

S. 2117. A bill to provide for the preparation of plans for the utilization of certain buildings in the District of Columbia for municipal purposes; to the Committee on the District of Columbia.

(See the remarks of Mr. DOUGLAS when he introduced the above bill, which appear under a separate heading.)

By Mr. LONG of Missouri:

S. 2118. A bill for the relief of Dr. Anson E. De Vera; and

S. 2119. A bill for the relief of Gerhard Hofacker; to the Committee on the Judiciary.

By Mr. HRUSKA:

S. 2120. A bill for the relief of Lauro Torres Qulazon; to the Committee on the Judiciary.

PLANS FOR UTILIZATION OF CERTAIN BUILDINGS IN DISTRICT OF COLUMBIA FOR MUNICIPAL PURPOSES

Mr. DOUGLAS. Mr. President, I introduce, for appropriate reference, a bill to provide for the preparation of plans for the preservation of Loew's Capitol Theater and Keith's Theater in the District of Columbia.

This bill, with the exception of a compensation clause which I shall describe in a moment, is identical with H.R. 7399, introduced by Representative HUDDLESTON, which the House passed without objection on August 26. With the same exception it is also identical with H.R. 7390, introduced by Representative WIDNALL, who has led in this matter and who secured favorable House action on a similar measure, House Joint Resolution 865, on September 24 of last year. The Senate took no action on the resolution last year because it came over so late in the session.

The bill would provide, first, that the Board of Commissioners of the District of Columbia shall prepare and present to both Houses of Congress before February 15, 1964, plans for the use as a municipal theater or for municipal purposes of the Loew's Capitol Theater and the Keith's Theater. Loew's Capitol Theater, of course, is located in the National Press Building and Keith's Theater is in the Albee Building on 15th Street, across from the Treasury Building. The Board of Commissioners would also submit a plan for acquisition of these two theaters by the District of Columbia government through purchase, gift, condemnation, lease, or otherwise. They would include in the requested plans detailed proposals for financing the operation of the theaters under municipal authority.

Second, the bill as passed by the House provides that no permit shall be issued by the Board of Commissioners for the demolition of either theater, or for the conversion of these properties to other uses, until 60 days after the date on which the Commissioners file the plans required under the bill. Since the plans would be filed no later than February 15, next, the moratorium on demolition or conversion would not last, at most, beyond the middle of April 1964.

The bill which I introduce today adds to the House-passed version a third section authorizing and directing the Board of Commissioners to pay compensation to the owners of the properties in question for losses due to the moratorium on demolition or remodeling. This compensation would be in addition to the payment of compensation for the property

in the event it is acquired, and shall be paid regardless of whether or not the properties are acquired by the Commissioners or any other agency of the United States. Of course the compensation due because of the moratorium will be paid only if there is in fact a delay in the issuance of a permit as a result of the enactment of this bill. This new section of the bill also authorizes such appropriations by Congress as are needed to pay compensation under this section.

Mr. President, the report of the House Committee on the District of Columbia on H.R. 7399 summarizes very well the need for action at this time to authorize the Commissioners' study and the moratorium. I ask unanimous consent that a portion of this report, House Report No. 702, be printed in the *RECORD* at this point.

There being no objection, the portion of the report was ordered to be printed in the *RECORD*, as follows:

The purpose of this bill is to require the Board of Commissioners of the District of Columbia to prepare and present to the Congress, not later than February 15, 1964, a feasible plan for the acquisition of Loew's Capitol Theater and Keith's Theater by purchase, lease, or otherwise, and for their operation as municipal or semimunicipal theaters. It is further stipulated that no permit shall be granted for the destruction of those theaters or for their conversion to other uses, until 60 days after the date on which the above-mentioned plan is submitted to the 88th Congress.

The motivation for this bill is the report that these two privately owned theaters are scheduled for conversion into use for business offices.

Keith's Theater, located in the Albee Building at 619 15th Street NW., has a seating capacity of 1,600 and is reputed to be one of the most beautiful and acoustically perfect theaters in the world. Loew's Capitol Theater is in the National Press Building, at 1326 F Street NW., and is the largest theater in the city, with a seating capacity of 3,600 persons. We are informed that Loew's Capitol is the only theater in Washington with stage facilities large enough to accommodate the presentation of the larger types of ballet and grand opera productions.

A joint resolution identical to this bill, House Joint Resolution 865, passed the House of Representatives on September 24, 1962, but failed of action in the Senate. At a public hearing held last year in connection with House Joint Resolution 865, spokesmen for a number of local organizations devoted to the performing arts, including the National Symphony Orchestra, the Washington Opera Society, the Washington Ballet Guild, the Hayes Concert Bureau, and the Washington Civic Opera and Washington Civic Symphony, testified as to the need for the continuance of these two theaters as irreplaceable centers for live theatrical exhibits.

We were informed that the performing arts, such as ballet, grand opera, and theater, are more lively today than ever before, and that throughout the United States enthusiasm, activity, and patronage are on the increase. Under these circumstances it would certainly be a most serious setback to this movement if the principal showcase of the Nation, a city now acclaimed in many circles as the capital of the world were unable to accommodate major musical, dance, and opera companies, including some which come from abroad as official visitors in implementation of international agreements undertaken by our Government. Any step reasonably calculated to assist in averting such an unfortunate development will certainly consti-

tute a significant contribution to the cultural life of this city and of the Nation.

In recent years, some 15 to 18 live shows which could have been accommodated on no other stage in the District of Columbia have been presented each year at the Capitol Theater, and it has been planned to increase this number in the future. These presentations have included such internationally acclaimed performers as the Gala Royal Danish Ballet and the Bolshoi Ballet.

The Cultural Center which is now in the planning stage for the District of Columbia will not offer a solution to the problem posed by the threatened loss of the Capitol and Keith's theaters. In the first place, the most optimistic timetable calls for the completion of this Center in 1966; and also, plans for the Center include provision for a theater which will seat only 1,200 persons.

A Citizens' Committee To Save the Capitol Theater, composed of prominent citizens of the District of Columbia, attempted to negotiate a lease with the owners of the Capitol Theater, without success.

Also, within the past 2 months, a group of investors submitted a very substantial offer, reported to be some \$8 million, for the purchase of the building in which the Capitol Theater is located, for the purpose of leasing the theater to keep a "much-needed entertainment and cultural center for our Nation's Capital." Despite this offer, however, the National Press Club Corp., which owns both the building and the theater, has proceeded with plans to convert the building into offices. This plan necessitated an application to the District of Columbia Board of Zoning Adjustment for a zoning variance, because the offices would create a greater density than now exists inside the building. On June 26, 1963, it was announced that the Zoning Board has granted this variance, and apparently the corporation intends to proceed with its plan.

It thus appears that citizens' efforts to accomplish the continued operation of these theaters are doomed to failure, and that the only feasible solution must involve the District of Columbia government, as proposed in this legislation.

Mr. DOUGLAS. Further, Mr. President, I think it is only fair and reasonable that provision be made for compensating the owners of the theaters for losses in fact incurred because of the denial of a demolition or remodeling permit during the brief moratorium period. Of course there should be careful examination of this provision by the Senate District of Columbia Committee so that the Government would be protected against unreasonable demands for compensation, but I do not think such demands would be in the minds of the owners. To the contrary, if we could get quick Senate action, I think the owners would be anxious to cooperate. The period of the moratorium for which compensation could be asked is very short; if we could get rapid enactment of the bill, say by October, then there would be a maximum of 6 months' delay under the act.

It is probably well known by Members of this body who take an interest in the cultural life of this city that the Capitol Theater is the largest theater in the city, with a seating capacity of 3,600 persons. It is the only theater with stage facilities large enough to accommodate the larger forms of the performing arts such as grand opera and ballet. Despite its minor faults, it is the largest theater this city has and is likely to have. For even when the National Cultural Center

is finished, the House committee report states, that facility will include a theater which will seat only 1,200 persons.

The Keith's Theater, with a seating capacity of 1,600, is considered by many to be very fine acoustically, perhaps the best in this city on this point. Representatives of actors groups tell me that they consider it the best theater in the city for legitimate stage productions.

By pointing out the reputed qualities of these two theaters, I do not intend, of course make any criticism of the other theaters in the city. The point simply is that Washington has no facilities which can match the size and quality of these theaters, and this great city and National Capital cannot afford to lightly set aside an opportunity to rescue them for municipal use. The replacement cost of these two theaters would be enormous, and once they are lost, it is unlikely the metropolitan area would ever regain replacements.

Recent reports indicate that there is no immediate plan for the tearing down or remodeling of the Keith's Theater, although this may well come in a few years. The threat to the Capitol Theater, however, is immediate. Its owners feel obliged to close its doors in just a few days and then to proceed with a planned conversion. I hope, therefore, that the District Committee will be willing to take up this matter very soon. If there is hope for enactment of the bill or a similar proposal, then the permit for conversion of the Capitol Theater should be withheld to give the committee and the Senate time to act.

I would like to call the attention of the Senate to the fine speech which Congressman WIDNALL made on this matter in the House on August 26. It begins in the *RECORD* at page 14985. Congressman WIDNALL points out that this bill is not at all in conflict with the National Cultural Center, and makes a strong case that this important metropolitan center which is visited by 7 million people annually can not afford to give up these outstanding theatrical facilities.

The PRESIDENT pro tempore. The bill will be received and appropriately referred.

The bill (S. 2117) to provide for the preparation of plans for the utilization of certain buildings in the District of Columbia for municipal purposes, introduced by Mr. DOUGLAS, was received, read twice by its title, and referred to the Committee on the District of Columbia.

AMENDMENT OF MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962—AMENDMENT

Mr. JAVITS. Mr. President, I submit, for appropriate reference, an amendment, intended to be proposed by me, to the bill (S. 1831) to amend the Manpower Development and Training Act of 1962. I ask unanimous consent that the amendment may be printed in the *RECORD*, together with an explanation thereof.

The PRESIDENT pro tempore. The amendment will be received, printed, and will lie on the desk; and, without objection, the amendment and explanation will be printed in the *RECORD*.

The amendment submitted by Mr. JAVITS is as follows:

At the end of the bill add the following new section:

"SEC. —.(a) So much of the second sentence of section 203(a) of the Manpower Development and Training Act of 1962 as precedes the proviso at the end thereof is amended to read as follows: 'Such payments shall be made for a period not exceeding fifty-two weeks, and the amount of any such payment in any week for persons undergoing training, including uncompensated employer-provided training, shall not exceed an amount equal to 50 per centum of the average weekly manufacturing wage (according to the most recent data available) in the State making such payment or in the United States, whichever is lower:'."

"(b) (1) The first sentence of the second paragraph of such section 203(a) is amended by striking out 'the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available' and inserting in lieu thereof 'the amount of his weekly training allowance as determined under the preceding paragraph'."

"(2) The second sentence of such paragraph is amended by striking out 'the average weekly unemployment compensation payment, referred to above' and inserting in lieu thereof 'the amount of his weekly training allowance as referred to above'."

"(c) Section 304(b) of such Act is amended by striking out '\$161,000,000' and inserting in lieu thereof '\$184,000,000'."

The explanation presented by Mr. JAVITS is as follows:

AMENDMENT TO THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

My amendment to S. 1831, a bill to amend the Manpower Development and Training Act of 1962 would amend section 203(a) of the act so as to substitute for the existing formula for payment of training allowances a new formula providing for payment of an amount not in excess of 50 percent of the average weekly manufacturing wage (according to the most recent data available) in the State making the payment, or in the United States, whichever is lower.

One of the most critical problems affecting training under the Manpower Development and Training Act is the frequency of dropouts from such programs due to the inadequacy of training allowances. Under present law an eligible person may receive an amount equivalent to the average unemployment compensation payment prevailing in his State, unless his own record in covered employment warrants a higher payment, in which case he is entitled to receive the higher amount. Inasmuch as only 24 States presently permit receipt of unemployment benefits while taking approved vocational training under the Manpower Development and Training Act, the actual training allowance payments in most States are equivalent to the average unemployment compensation prevailing in those States. I believe that this limitation, imposed by most States, is shortsighted in that it fails to recognize the longrun benefit to those States in encouraging retraining. By retraining the unemployed for marketable skills, the States would reduce their unemployment compensation costs in the long run. Expenditures for the training of the unemployed should be viewed as an investment in manpower.

Since a change in Federal unemployment compensation standards would be difficult and time consuming—State legislatures would have to approve changes in State programs and many legislatures meet only once every year or 2 years—I propose that the Congress directly act by enacting a change

in the present Manpower Development and Training Act training allowance formula and by increasing the funds to be spent for this purpose. It is obvious that it is in the national interest that our labor force, particularly those unemployed, be upgraded through federally financed training programs. This is why the Manpower Development and Training Act was enacted in 1962. It is therefore illogical not to provide the necessary financial incentives to encourage unemployed heads of households to sign up for a suitable training program, which may last as long as a year.

Linking the training program with unemployment compensation fails to provide an incentive to the unemployed to enter the retraining program rather than accept unemployment compensation without improving their capability for reemployment. Such an incentive is of prime importance for members of minority groups, whose employment opportunities have been so limited in the past that they are unlikely to be motivated readily to train for new opportunities.

Yet improving the capability of the work force is a national economic goal and the purpose for which the Manpower Development and Training Act program was enacted. Thus the training allowance has no valid connection with unemployment compensation payments and misrepresents both congressional intent in enacting the program and the significance of the allowance, which was intended as payment for the cost of training by the unemployed work force for the national interest and not as a welfare or insurance payment to compensate the unemployed individual.

Under the present Manpower Development and Training Act formula, individuals are receiving weekly training allowances as low as \$22.72 in Arkansas, \$25.30 in Alabama, \$24.99 in South Carolina, \$23.05 in Maine, \$23.50 in Mississippi, \$32.32 in Pennsylvania, and \$37.69 in New York. Any earnings from work done outside training time are deducted from allowances under existing laws. In six States this means less than \$100 per month; in practically all States it means less than \$150 a month. According to testimony given by Deputy Manpower Administrator Seymour Wolfbein before the Subcommittee on Employment and Manpower on June 6, 1963, there are already a significant number of cases where trainees dropped out because they could not support their families on the existing allowances; trainees trying to retain some kind of job while training find the conflict in hours impossible and drop out in favor of jobs they are holding.

I propose that the training allowances under the Manpower Development and Training Act be increased by using the above described new standards in order to provide Manpower Development and Training Act trainees with adequate temporary support.

I believe also that the increased costs of the new programs proposed today under the Manpower Development and Training Act should be reflected by an increase in the authorization for the program in this bill and have so proposed by amending section 304(b) of the act to increase the appropriation from \$161 to \$184 million.

COMMENDATION OF SENATOR CLARK AND SENATOR RANDOLPH

Mr. MANSFIELD. Mr. President, I take this occasion to extend my commendations to the distinguished senior Senator from Pennsylvania [Mr. CLARK], who yesterday so ably managed the Manpower Extension Act and performed in his usual skillful manner; and also to commend the distinguished senior Sena-

tor from West Virginia [Mr. RANDOLPH], who contributed so much, through his knowledge and understanding of the problem, to bringing this matter to the attention of the Senate. Both of them are to be congratulated for the fine work they performed in behalf of this most important measure.

ADDRESSES, EDITORIALS, ARTICLES, ETC., PRINTED IN THE APPENDIX

On request, and by unanimous consent, addresses, editorials, articles, etc., were ordered to be printed in the Appendix, as follows:

By Mr. BIBLE:

Address delivered by Senator CANNON before the 45th Annual Convention of the Nevada Department of the American Legion, Ely, Nev.

By Mr. MAGNUSON:

Address delivered by Adm. George W. Anderson before the National Press Club.

By Mr. BYRD of West Virginia:

Article which appeared in recent issue of Charleston (W. Va.) Gazette-Mail on history of Lincoln County, W. Va.

Article by Charles Harper which appeared in recent issue of the Ford Times describing natural wonders of West Virginia's "vertical vacationland."

Article by Bob Terry in Ford Times on Oglebay Park, Wheeling, W. Va.

Article which appeared in recent issue of Charleston (W. Va.) Gazette-Mail on history of Morgan County.

Article which appeared in recent issue of Charleston (W. Va.) Gazette-Mail on history of Braxton County.

By Mr. JOHNSTON:

Poem written and broadcast by Paul Benzaquin on WEEI's "Listen!" program, published in the Manchester (N.H.) Union Leader of September 3, 1963.

ORDER OF BUSINESS

Mr. MANSFIELD. Mr. President, is there further morning business?

The PRESIDENT pro tempore. Is there further morning business?

CAN WE TRUST GROMYKO?

Mr. LAUSCHE. Mr. President, in the public press last week, the American people were informed, in a statement by Soviet Ambassador Anatoly F. Dobrynin, that President Kennedy had agreed to meet this fall with Soviet Foreign Minister Andrei A. Gromyko, to discuss future steps to ease East-West tensions. The Soviet Ambassador to the United States made this announcement at the White House on Monday, August 26, following a 50-minute meeting with President Kennedy; and, according to press reports, the White House confirmed Ambassador Dobrynin's announcement, without designating a specific time and place for the important meeting with Russian Foreign Minister Gromyko.

Mr. President, I ask unanimous consent that the article appearing in the Washington Post on Tuesday, August 27, dealing with the meeting between President Kennedy and Soviet Ambassador Dobrynin, which resulted in a definite understanding for our Chief Executive to meet eyeball to eyeball with Foreign Minister Gromyko, in the interest of re-

lieving the longstanding East-West problems, be printed at this point in the RECORD.

There being no objection, the article was ordered to be printed in the RECORD, as follows:

[From the Washington Post, Aug. 27, 1963]

J.F.K. AGREES TO A MEETING WITH GROMYKO
(By Carroll Kilpatrick)

President Kennedy yesterday agreed to meet Soviet Foreign Minister Andrei A. Gromyko this fall to discuss future steps to ease East-West tensions.

The talks are to take place while Gromyko is in this country for the United Nations General Assembly, which begins September 17. Gromyko conferred with the President while here for the 1961 and 1962 General Assembly meetings.

Soviet Ambassador Anatoly F. Dobrynin made the announcement following a 50-minute meeting with Mr. Kennedy, and the White House confirmed the statement without setting a specific time and place for the talks.

Dobrynin said he delivered to the President a letter from Soviet Premier Nikita S. Khrushchev expressing satisfaction over signing of the nuclear test ban treaty.

The letter was not made public, but Khrushchev told the President, Dobrynin said, that he had been pleased to see Secretary of State Dean Rusk and the senatorial delegation that went to Moscow for the treaty signing August 5.

Dobrynin said he discussed with the President steps that could be taken in the future "to develop relations and ease tensions."

Asked if Khrushchev might attend the U.N. meetings, the Ambassador replied cryptically that he was not prepared to answer the question.

Acting White House Press Secretary Andrew T. Hatcher indicated, however, that this was not expected, and informants said the subject of a visit was not raised in Khrushchev's letter.

Dobrynin recently returned from an extended visit in Moscow.

Rusk's talks with Khrushchev brought forth no specific plans for new ways to ease tensions as a followup to the test ban agreement.

The possibility of a nonaggression treaty and the proposal to station inspectors on the territory of each side to reduce the dangers of a surprise attack were among the subjects discussed.

But Rusk and the President have indicated that some time may elapse before detailed negotiations begin.

Rusk is expected to have preliminary discussions with Gromyko in New York before he meets the President.

When the latter two meet it will be the first time since October 18, 1962, when Gromyko assured the President that Soviet assistance to Cuba was entirely defensive.

At that time, the President already knew that Soviet missiles had been put in place in Cuba, but he did not tell Gromyko he had such information.

Four days later, when Mr. Kennedy announced to the world that Soviet missiles had been discovered in Cuba, he referred to Gromyko's assurances and said the information was "false."

A year earlier, on October 6, 1961, the President and Gromyko met at the White House at the height of the Berlin crisis. Although Gromyko called the meeting "useful," Rusk said it was "interesting, but that is all you can say about it."

Both the 1961 and the 1962 meetings lasted more than 2 hours.

Mr. LAUSCHE. Mr. President, it is quite important that all Senators present—representing, as they do, the great mass of people in the United States who,

for very good reasons, have growing distrust of the honesty and sincerity of Russia's somewhat sudden passion and desire for stabilization of world peace—concern themselves with the contents of this article.

I am in complete accord with President Kennedy and everyone else in this country who hopes, prays, and labors for a lasting solution of the troubled affairs of the world that have grown to monumental proportions between the East and the West since the conclusion of World War II. On untold occasions we have informed the Soviet Government, and by deed have demonstrated to it, that we seek no expansion abroad of countries or properties under the jurisdiction of other flags. Moreover, we have convinced the free world that our aim and purpose are to assist in providing and maintaining complete freedom for the many countries which today are threatened with loss of their freedom by the cunning machinations of the Soviet Government. The free world is aware of our contributions to easing the Soviet yoke that has been applied to many countries that once enjoyed their own way of life. We seek no loot at the expense of others. Since we won our freedom, it has been our traditional habit to help others enjoy their own way of life. We have firmly resisted all efforts by outside forces to dominate oppressed peoples and destroy their individual nationalities and cultures. In all of this effort we have acted honestly and aboveboard with the entire world.

In regard to the forthcoming meeting which President Kennedy will have with Soviet Foreign Minister Andrei Gromyko I would feel derelict in the performance of my duties as a U.S. Senator and in fulfilling my responsibility to the millions of people I represent in the State of Ohio if I did not raise my voice in caution to the President about the honesty, sincerity, and veracity of the man with whom he will explore methods and processes for relieving the existing hypertension that plagues the world today.

About 10 months ago—on October 18, 1962, to be exact—Mr. Gromyko was called to the White House for a meeting with President Kennedy about the missile buildup in Cuba by the Russians. Mr. Gromyko solemnly told President Kennedy that this Russian assistance was entirely defensive.

He insisted that Russian military installations in Cuba were made solely for defense against invasion, and that no offensive weapons of Russian origin had been placed there.

It is now a well-known fact that when President Kennedy questioned Mr. Gromyko at the meeting on October 18, 1962, about the size, character, and potential of Russian armament installations in Cuba, President Kennedy was aware that missiles capable of reaching virtually all major cities in the eastern and midwestern section of our country had been put in place by the Russians in Cuba. However, Mr. Gromyko, unaware of President Kennedy's intelligence, stubbornly and dishonestly maintained that the only arms assistance Russia had given Cuba was entirely defensive.

Four days after that meeting with Mr.

Gromyko, President Kennedy, in a nationwide television and radio address, told the American people the exact facts, and warned the Soviet Government that if the long-range offensive missiles were not dismantled and removed from Cuba, the U.S. Government would take appropriate action. He referred to his conversation with Mr. Gromyko, and branded as "false" his answers to questions about the capability of the missiles Russia had installed in Cuba. The President also made known that there had already been underway for several days preparations in connection with troop, aircraft, and ship movements by the U.S. Armed Forces. What happened after that is history.

Mr. President, I cannot lose sight of the fact that on a matter that brought the United States closer to a devastating armed attack than at any time in its history, the Foreign Minister of the country that was responsible for our country's facing the vulnerable position that it did, deliberately lied to the President of the United States. As a result, I am loath to believe that President Kennedy or any other official of our Government could ever again place any credence in what Mr. Gromyko might have to say. After he lied about the grave conditions that could have resulted in the destruction in a few hours of half of our country, why should we expect him at a later date to practice and exhibit immaculate credibility in probing for relief from world tensions? Mr. Gromyko has been indicted and convicted in the eyes of the entire world of knowingly telling a falsehood.

How can anyone ever again believe what he might have to say, after he, as the Foreign Minister of his country, deliberately withheld from the President of the United States the truth about a stealthy and sinister project that, if successfully achieved, might have caused the United States today to be on the list of missing countries.

Mr. Gromyko lied once; and if given the chance, he will lie again. Were it within my power, I would never again let Mr. Gromyko darken the door of the White House, particularly when he is scheduled to arrive as a symbol of world peace.

Mr. MANSFIELD. Mr. President, I have been interested to hear what the distinguished Senator from Ohio has just said. It is true that false allegations were made last year during the visit between the President of the United States and Mr. Gromyko. But I assure the Senator from Ohio and the American people that the President was not taken in then by Mr. Gromyko, nor will the President be taken in now.

I think the answer was given last October, at the time when the gauntlet was thrown down and this country and the Soviet Union faced the prospect of war.

I have every confidence in the President. He will not be taken in by Gromyko or by anyone else; and I think the affairs of the country are in good hands when they are in the hands of Mr. Kennedy.

Mr. LAUSCHE. Nevertheless, Mr. President, I think the entire problem

These groups, furthermore, see the Anguilla Cay incident as an outright violation of international law, where escaping Cubans, some 40 miles from their country, are captured or shot down by Cuban personnel on British soil, while U.S. air pilots look on doing nothing but taking photographs.

It is believed here the United States at least could have sent naval vessels to hold the Castro vessels and their captured human cargo under surveillance until British authorities arrived.

BOATS PIECED TOGETHER

The Citizens Committee for a Free Cuba—a group of United States, not Cuban citizens, based in Washington—points out some interesting facts and figures on escapees from Cuba:

The total number of Cubans who have fled the Castro regime through normal transport channels to the United States alone total 220,000 persons. Of these, 5,048 fled in small boats much like last week's Anguilla Cay group, from June 1961 through July 1963. The latter 5,048 came in 752 different boats.

The escape boats range in size from 12 to 60 feet long. Some are fishing boats constructed by the Castro government and stolen, forcing installation of guards at many boatbuilding establishments. Some are boats made clandestinely in a dozen different locations by persons who suddenly appear on Cuban beaches at night, bring the dozen pieces of the boat together, make it seaworthy and start out on their seaborne hegira to the United States.

More than 60 percent of the refugees arriving in the United States are workers and peasants. Only 5 percent are professionals. Premier Castro is keeping as many of the latter behind as possible.

The total number of Cubans who have fled to the United States, as well as Spain, Central America, etc., is an estimated 350,000 out of the population of 6 million.

Hundreds, perhaps thousands, of escapees from Cuba never reach the mainland or safety. Cuban fishermen who have left the island testify that there are many empty bullet-riddled boats bleaching on the sands of silent, uninhabited islets as grim testimony of Cuban-Soviet patrol boat efficiency and Premier Castro's determination that some people shall not leave Cuba.

Miami, especially, is said to be swarming with Castro intelligence agents, so much so that Cuban exiles are jittery about talking much among themselves for fear of informing and inadvertently cooperating with the Castro intelligence network.

COMMISSION ON CIVIL RIGHTS

Mr. KEATING. Mr. President, I have often commented on the stepchild status of civil rights legislation. At the moment there is no better illustration of its status, it seems to me, than the history of the congressional action, or lack of action, with respect to the Commission on Civil Rights.

We are now faced with the danger that the Commission may be ignored out of existence by following a civil rights timetable which would make it impossible to extend the life of the Commission before it had been forced to disband.

In this whole field there seems to be an attitude of patient determination; but those who maintain this attitude seem to ignore the fact that under present law the Commission on Civil Rights is required to submit its final report on September 30 of this year, and that 60 days thereafter the Commission will go out of existence.

All the determination and the good will in the world will not make a particle of difference to the Commission if we do not act to alter those dates.

The Subcommittee on Constitutional Rights completed extensive hearings on proposed legislation to extend the life of the Commission on June 12 and, with only one dissenting vote, it voted a 4-year extension in the life of the Commission after defeat by a tie vote of a motion which I made to extend the Commission indefinitely.

On several past occasions, as Senators will remember, the extension of the life of the Commission has been approved by overwhelming votes of the Senate and of the other body. There is no reason to doubt that that would be the case today if the question were brought before the Senate. But this reservoir of overwhelming support might as well be drained if the Senate is not to be given any opportunity to act until the Commission is disbanded. The Subcommittee on Constitutional Rights submitted its report to the full Committee on the Judiciary a month ago. The hearings of the subcommittee, which extended over a period of many days, and which were eminently fair to all points of view, have been printed. The chairman of the Subcommittee on Constitutional Rights was opposed to the extension of the Commission, but he gave full opportunity to all those in favor of and opposed to be heard. As I have said, those hearings have been printed. The basis for action in the full committee has existed for months, but the bill continues to languish in the Committee on the Judiciary.

Yesterday, in the course of discussion of the programming of proposed civil rights legislation of a more extensive character, the assistant majority leader pointed out that "the responsibility for scheduling proposed legislation rests with the majority."

I do not dispute that statement. But it warrants one qualification, I believe, and that is that there are Members of Congress on both sides of the aisle who are vitally interested in this issue; and it is the obligation of every Senator, in my judgment, to do what he believes is right and necessary to make certain that the Senate does not forfeit responsibility by inaction. It is not my intention, after going through all the extensive hearings of the Subcommittee on Constitutional Rights, after having had long discussions, and after having been one of those who voted to report the bill favorably to the full committee, to stand idly by and watch the death of the Commission on Civil Rights, no matter whose responsibility it is to schedule the proposed legislation.

Therefore I express to the leadership my hope that steps will be taken in some manner. Perhaps it can be done by appending the extension of the Commission to some other bill. I remember that on one occasion we appended such a measure to an appropriation bill. In some manner we should bring the subject before the Senate so that the Commission will not go out of existence virtually on the 30th of September. It is true that

it will not actually go out of existence until 60 days after that time, but at present the Commission cannot keep its staff—and they are keeping their staff on tenterhooks—unless they know what will happen to the Commission.

Therefore, I hereby serve notice that I will feel it necessary at some time prior to the 30th of September to offer an amendment to an appropriate measure which is before the Senate to extend the life of the Commission at least for the 4-year period which has been voted by the Subcommittee on Constitutional Rights.

I have favored the extension of the Commission as a permanent or semi-permanent agency because of the fine work that they have done. At any time it is open to the Congress to close up any agency that it desires to close. The easy method is by denying it funds to operate.

But, as we have all seen before, I see a great hazard in subjecting the Commission to the constant harassment of periodic renewals of its life. That is the reason why many of us—and the committee divided exactly evenly on the question—favored the extension of the Commission for an indefinite period. However, the majority favored the 4-year period. It will be my intention to offer such an amendment at some time before the life of the Commission expires, unless, as I hope, the issue can be programmed in some other way.

I am entirely conscious of the fact that any individual Senator's effort to attach an amendment to some other bill is often met with failure unless it has the support of the leadership in such action. But it is my plea to the leadership to take action so that the Commission will not expire. If action is not taken, I shall feel it my duty to act accordingly as I have indicated.

LONG ISLAND ARTS CENTER

Mr. KEATING. Mr. President, it was my pleasure, a few months ago, to attend the opening of the Long Island Summer Festival of the Arts, sponsored by the Long Island Arts Center, Inc., and the Nassau and Suffolk County governments of the State of New York, and with the support of New York State, business, and labor.

This great festival—held on the campuses of C. W. Post College, Adelphi University and Hofstra University—has brought to New York State such distinguished artists as Richard Tucker, the New York City Ballet, Jose Iturbi, Symphony of the Air, Carlos Montoya, Morton Gould, Lorin Hollander, the Paul Taylor Dance Co. and the prize-winning play, "Who's Afraid of Virginia Woolf?" with the Broadway matinee cast. It has become, in one short summer, and in its first season no less, one of the most successful international festivals.

Tens of thousands of visitors from Long Island, from New York City, and from the surrounding area, have come to enjoy the great musical and artistic events of the festival.

Originally conceived by Norman E. Blankman, of Sands Point, N.Y., who is

the president of the Long Island Arts Center, this festival of the arts has taken devotion, patience, considerable hard work. It has quickly received critical acclaim from the metropolitan and local press, particularly for its own opera and oratorio productions. The members of the committees, the workers and artists who have made this such a resounding success are all to be congratulated for this fine effort which will undoubtedly have a continuing impact on the Long Island community.

The PRESIDING OFFICER. What is the will of the Senate?

AMENDMENT OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

Mr. MANSFIELD. Mr. President, I move that the Senate proceed to the consideration of Calendar No. 456, S. 1831, which is to be made the unfinished business.

The PRESIDING OFFICER. The bill will be stated by title for the information of the Senate.

The LEGISLATIVE CLERK. A bill (S. 1831) to amend the Manpower Development and Training Act of 1962.

The PRESIDING OFFICER. The question is on agreeing to the motion by the Senator from Montana.

The motion was agreed to; and the Senate proceeded to consider the bill, which had been reported from the Committee on Labor and Public Welfare, with amendments, on page 2, line 11, after the word "following", to strike out "Provided, That no allowances shall be paid to any such youth who drops out of school, for a period of three months after the date of dropout." and insert "Provided, That no training allowance shall be paid to any individual who is under 19 years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has continuously failed to attend school classes for a period of not less than 3 months during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed."; and on page 3, after line 10, to insert a new section, as follows:

SEC. 6. Section 304 of such act is amended by adding at the end thereof the following new subsection:

"(e) In addition to the amounts authorized by subsection (b), there are hereby authorized to be appropriated \$100,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II."

So as to make the bill read:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Manpower Development and Training Act of 1962 is amended by adding at the end of section 202 the following new subsection:

"(h) Whenever appropriate, the Secretary of Labor may also refer for the development of functional literacy and basic work skills those eligible persons who will thereby be able to pursue courses of occupational training, and such referrals shall be considered

a referral for training within the meaning of this Act, except that the provisions of subsection (d) of this section shall not apply to the selection of persons under this subsection, and such persons shall be eligible for an additional 52 weeks of training allowances."

SEC. 2. Subsection (c) of section 203 of such Act is amended by striking out the word "nineteen" and inserting the word "sixteen" in lieu thereof, by striking out "5 per centum" and inserting in lieu thereof "15 per centum", and by striking out the period at the end thereof, inserting a comma in lieu thereof, and adding the following: *Provided*, That no training allowance shall be paid to any individual who is under nineteen years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has continuously failed to attend school classes for a period of not less than three months during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed."

SEC. 3. Section 231 of such Act is amended by striking out the period at the end of the first sentence, inserting a comma in lieu thereof, and adding the following: "except that with respect to referrals under subsection (h) of section 202 the Secretary of Health, Education, and Welfare may make arrangements for the provision of the training to be provided under such subsection (h) through other appropriate education agencies".

SEC. 4. Section 302 of such Act is amended by striking out the word "vocational" before the words "education and training".

SEC. 5. Subsection (b) of section 305 is amended by striking out the word "vocational".

SEC. 6. Section 304 of such Act is amended by adding at the end thereof the following new subsection:

"(e) In addition to the amounts authorized by subsection (b), there are hereby authorized to be appropriated \$100,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II."

ADJOURNMENT UNTIL 10 A.M. TOMORROW

Mr. MANSFIELD. Mr. President, if there is no further business to come before the Senate, I move, under the previous order, that the Senate stand in adjournment until 10 o'clock tomorrow morning.

The motion was agreed to; and (at 3 o'clock and 21 minutes p.m.) the Senate adjourned, under the previous order, until tomorrow, Friday, September 6, 1963, at 10 o'clock a.m.

NOMINATIONS

Executive nominations received by the Senate September 5, 1963:

OFFICE OF SCIENCE AND TECHNOLOGY

Colin Munro MacLeod, of New York, to be Deputy Director of the Office of Science and Technology.

POSTMASTERS

The following-named persons to be postmasters:

ALABAMA

Thomas O. Holston, Jr., Akron, Ala., in place of C. W. Dent, retired.

James R. Baird, Dora, Ala., in place of J. C. Golden, deceased.

Alton L. Hamrick, Empire, Ala., in place of A. E. McGowen, resigned.

ARKANSAS

James L. Kirby, Gravette, Ark., in place of C. C. Fry, retired.

J. B. Barnes, Hartford, Ark., in place of B. L. Grisby, transferred.

CALIFORNIA

Clara S. Fredinburg, Applegate, Calif., in place of P. L. Anthony, retired.

William G. Clark, El Cajon, Calif., in place of J. C. Roether, resigned.

Norma J. Giger, Fawnskin, Calif., in place of E. L. Thompson, retired.

L. Pearl Ramsay, Heber, Calif., in place of J. M. Lee, retired.

Margaret O. Stover, Hinkley, Calif., in place of M. C. Gordon, resigned.

L. Dorothy Mayfield, Stinson Beach, Calif., in place of E. E. Hain, retired.

COLORADO

Richard N. Heyman, Kersey, Colo., in place of H. R. Boies, retired.

CONNECTICUT

Anna M. Maye, Botsford, Conn., in place of A. W. Rasmussen, deceased.

Stanley K. Wasowicz, Middlefield, Conn., in place of R. A. Chadsey, resigned.

FLORIDA

Irma M. Keever, Ellenton, Fla., in place of C. P. Duke, removed.

Florence M. Johnson, Englewood, Fla., in place of H. G. Green, retired.

Elmer Robinson, Lehigh Acres, Fla. Office established January 1, 1961.

Cecile P. Heard, Sanford, Fla., in place of J. S. Field, removed.

GEORGIA

James H. Mitchell, Hiram, Ga., in place of P. G. Laird, retired.

IDAHO

John G. Rost, Boise, Idaho, in place of J. F. Hughes, deceased.

Lloyd R. Merrill, Moreland, Idaho, in place of N. C. Forman, retired.

ILLINOIS

Sally A. Sondgeroth, Eola, Ill., in place of G. L. Dodds, transferred.

Archie V. Gauwitz, Lacon, Ill., in place of B. M. Wright, resigned.

Norman L. Smith, Manito, Ill., in place of G. G. Smith, retired.

Frank E. Woodruff, Marengo, Ill., in place of R. E. Thomas, retired.

Harold C. Woodard, Milledgeville, Ill., in place of R. M. Coleman, retired.

A. Janet Masterson, Monroe Center, Ill., in place of L. B. Hayes, retired.

Oliver B. Westendorf, Montrose, Ill., in place of H. James, retired.

John J. Barry, Sheffield, Ill., in place of G. Edlin, resigned.

Charles W. Gruber, Towanda, Ill., in place of J. A. Orlinton, retired.

George S. Mentel, Valmeyer, Ill., in place of E. G. Meyer, retired.

Richard E. Gilchrist, Waterman, Ill., in place of K. J. Tate, transferred.

Willis D. Spafford, Yates City, Ill., in place of L. A. Thurman, removed.

INDIANA

Charles A. Seger, Jasper, Ind., in place of A. Rumbach, deceased.

Albert S. Delano, New Market, Ind., in place of P. L. Smith, deceased.

IOWA

John W. Elliott, Ainsworth, Iowa, in place of D. W. Pearson, deceased.

Wallace P. Hawcote, Burt, Iowa, in place of K. J. Smith, retired.

Alice L. Brayton, Denmark, Iowa, in place of V. D. Nusbaum, retired.

Jeannette E. Rohwer, Dixon, Iowa, in place of A. H. Rohwer, deceased.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued Sept. 9, 1963
For actions of Sept. 6, 1963
88th-1st; No. 140

CONTENTS

Adjournment.....13	Data processing.....18	Forestry.....4
Appropriations.....17	Education.....19	Gypsy moth.....6
Area redevelopment.....5	Expenditures.....6	Insecticides.....3
Balance of payments.....20	Fishery products.....12	Interest rates.....9,14
Claims.....7	Foreign aid.....8	Lands.....2,1
		Loans.....9,14
		Manpower.....1,5
		Marketing.....11
		Nomination.....10
		Nuclear Test Ban Treaty..1
		Omnibus bill.....15
		Packaging.....11
		Personnel.....16
		Public works.....5,17
		Research.....6
		Trade negotiations.....10

HIGHLIGHTS: Sen. Ribicoff commended USDA proposal for revision of insecticide labeling and enforcement. Sen. Stennis inserted Sen. Gruening's speech commending forest research program. Sen. Pell commended area redevelopment and public works acceleration programs.

SENATE

1. MANPOWER DEVELOPMENT. By a vote of 41 to 26, passed with amendments S. 1831, to amend the Manpower Development and Training Act of 1962 so as to provide for the establishment of training courses in functional literacy and basic work skills for the benefit of those persons who would otherwise be unable to take part in an occupational training program under the act, to expand the youth training program by lowering the age limit for youth training allowances from 19 to 16, and to authorize the appropriation of \$100 million for the basic literacy and the expanded youth training programs (pp. 15588-608). By a vote of 29 to 38, rejected an amendment by Sen. Prouty to reduce the appropriation authorization from \$100 million to \$60 million (pp. 15600-01).
2. NUCLEAR TEST BAN TREATY. Began consideration of the Nuclear Test Ban Treaty. pp. 15618-9
3. INSECTICIDES. Sen. Ribicoff inserted and commended USDA's proposed revision of regulations covering labeling and enforcement under the Federal Insecticide, Fungicide, and Rodenticide Act. pp. 15582-6
4. FORESTRY. Sen. Stennis inserted the address of Sen. Gruening at the dedication of the Forestry Sciences Laboratory at the University of Alaska commending the research program of the Forest Service and the University. pp. 1586-7

5. AREA REDEVELOPMENT; PUBLIC WORKS; MANPOWER. Sen. Pell commended the area redevelopment, public works acceleration, and manpower development and training programs and inserted a table summarizing projects undertaken under these programs. pp. 15574-5
6. EXPENDITURES; RESEARCH. Sen. McClellan inserted the address of Sen. Byrd, Va. at his annual orchard picnic in which he criticized Federal expenditures and programs, including research by this Department on gypsy moth. pp. 15578-80
7. CLAIMS. Received from this Department the annual report on tort claims paid by the Department for fiscal year 1963. p. 15568
8. FOREIGN AID. Sen. Proxmire questioned whether we should continue to provide foreign aid to Yugoslavia and inserted an editorial, "Tito Champion Tightrope Walker." pp. 15571-2
Sen. Morse expressed opposition to continuing foreign aid to Burma under its present Government. pp. 15621-4
9. LOANS; INTEREST RATES. Sen. Douglas inserted two editorials favoring legislation to require disclosure of the costs of credit on loans by firms and institutions. pp. 15572-3
10. NOMINATION. The Foreign Relations Committee reported the nomination of William M. Roth to be a Deputy Special Representative for Trade Negotiations. p. 15568
11. MARKETING; PACKAGING. Sen. Douglas inserted an article favoring enactment of truth-in-packaging legislation to curb deceptive labeling and packaging practices in the sale of merchandise. p. 15575
12. FISHERY PRODUCTS. Sen. Bartlett inserted a table on imports of fishery products from Japan in 1962. pp. 15576-7
13. ADJOURNED until Mon., Sept. 9. p. 15624

ITEM IN APPENDIX

14. LOANS; INTEREST RATES. Extension of remarks of Sen. Douglas inserting an editorial urging passage of a truth-in-lending bill to require disclosure of costs of credit on loans by firms and institutions. pp. A5640-1

PRINTED HEARINGS RECEIVED IN THIS OFFICE

15. OMNIBUS BILL. H. R. 7155, to facilitate the work of the U. S. Department of Agriculture. H. Agriculture Committee.
16. PERSONNEL. H. R. 7381, to modernize the dual-compensation laws; H. R. 7400, administrative expenses under Federal Employees Health Benefits Act of 1959; H. R. 6347 to amend the Federal Employees Health Benefits Act. H. Post Office and Civil Service Committee.
17. APPROPRIATIONS. Public works appropriations for 1964, parts 1 and 2. H. Appropriations Committee.
18. DATA PROCESSING. Use of electronic data processing equipment, part 4. (American Federation of Government employees). H. Post Office and Civil Service Committee.

older than Sir Francis Bacon in the 16th century, who is credited with being its father and which was developed haltingly through the great pioneers in science such as Copernicus, Galileo, Newton, and in the last century by such immortals as Darwin and Pasteur. But it is really only in our own time that the fields of science have broadened both extensively and intensively, indeed exploded and brought forth such a plethora of new-found leads, insights, trails, and discoveries that today the greatest of all frontiers—research in science—beckons invitingly to the continued exploration and penetration of the mysteries of the cosmos. The forest laboratories are a part of this great surge to turn new light onto man's age-old natural inheritance.

There is also a local time factor that is pertinent. When Rampart Canyon Dam is authorized in the near future it will be necessary within the next decade or two to assess and start utilizing the considerable timber stands in the 11,000-square-mile area that will be flooded by the reservoir back of the dam. Here an almost immediate high priority assignment awaits the foresters particularly charged with the responsibility for Alaska's arctic and subarctic. There will be need of the practical application on a microscopic scale of much that will have been learned here in the laboratory. The funds expended on research will be returned manifold into our State's and Nation's economy. (I would speak of the happy coincidence of the laboratory's establishment on the campus of the University of Alaska with the prospect of their close association in fields of common enterprise and concern. Research and teaching are closely related and I am hopeful that the interplay of these endeavors will become even more meaningful and more fruitful.)

A university—especially here where it is the State university—can and should embody and exalt the spirit of the State. It can and should supply much of its larger community's inspiration, guidance, and leadership.

The University of Alaska is destined to become not only a great center of research for all matters pertaining to the Arctic and subarctic but the only American institution of higher learning qualified by its location in the subarctic and on the edge of the arctic to carry out successfully that tremendous assignment—an assignment which is important to the Nation and indeed to the whole world. For as the world's population increases it is inevitable that the hitherto sparsely inhabited regions of the earth will be invaded by man and settled. Research into the environment and ecology of this hitherto little studied region will facilitate that settlement and adaptation to this environment.

There is still another time factor that is pertinent. Alaska has just recently become a State—a scant 4½ years ago. It has inherited needs and problems from its 92-year colonial status. Here at the university with the heartening visible evidences of its dynamic growth is a concomitant of statehood. It has provided a great thrill for those of us who sensed the importance and need of this State university and saw it suffer under the financial difficulties against which Dr. Bunnell struggled so gallantly—Dr. Bunnell, the first president and its president for 25 years, without whose dedicated and determined persistence the university would perhaps not exist today. The changed attitude toward the University of Alaska shown by the Alaska State Legislature—the really important agency since it is the source of most of the university's funds—is a gratifying by-product of statehood.

I regret to recall that in territorial days

after the first great legislature in 1913, the absentee interests took over; their purpose and policy was to take out of Alaska as much as possible and to leave as little as they could. Indeed for the 92 years before statehood much was taken out and little put back by the political and economic forces that ruled Alaska from afar through their locally installed henchmen.

The Congress, where Alaska was for 53 years before statehood represented by only a voteless delegate in the House of Representatives was likewise wholly indifferent toward Alaska, when it was not downright discriminatory. It withheld from the University of Alaska funds that were its due as a land-grant college. It arbitrarily deprived the national forests of Alaska of some \$7 million to which they were entitled—not as an economy measure—but distributed these funds among other States having national forests, and votes, and while Alaska's national forests, the Tongass and the Chugach, were established here long before statehood owing to the pioneering vision of Gifford Pinchot, appropriations for their needs were kept at niggardly minimums. In fact I make so bold as to say that this facility we are dedicating today would not have come as long as Alaska remained a territory.

So you, who will participate in the work, the research, the functioning of this Forestry Sciences Laboratory are enlisted in a great adventure, an adventure to which time and place beckon. I congratulate you. You will be working in congenial company; in an environment of scholarship and high purpose. I wish you and the Laboratory which will be your workshop a creative, successful and happy future. You will be helping to build your national Forest Service, our university, our State and our Nation and contributing to the knowledge that mankind needs for its steady advance.

THE PRESIDENT'S SOUND VIETNAM POLICY

Mr. SYMINGTON. Mr. President, yesterday morning Assistant Secretary of State Hilsman briefed the Senate Foreign Relations Committee with respect to the growing problems incident to current operations in South Vietnam.

Last Wednesday an editorial in the St. Louis Globe-Democrat commended the policies of this administration with respect to that country, and because I believe in most if not all of the conclusions of this editorial, entitled "Mr. Kennedy's Sound Vietnam Policy," I ask unanimous consent that it be inserted at this point in the RECORD.

There being no objection, the editorial was ordered to be printed in the RECORD, as follows:

MR. KENNEDY'S SOUND VIETNAM POLICY

The President has tackled the tough, abrasive problem in South Vietnam with good judgment and candor.

Unless there is an end to the autocratic influence some members of the Nhu family exert at Saigon, the guerrilla war against the China-backed Red Vietcong can never be won. Unless bayoneted violence against Buddhists stops, Vietnam will be lost.

That would mean the United States great stake in South Vietnam would disappear beneath quicksands of the little nation's wretched and stupid crisis.

More important, it would mean America and the West would have failed to halt the gunned encroachment of Asian Communists, driving to gobble all of southeast Asia.

In his statement Monday, Mr. Kennedy called for a change in policies, "perhaps per-

sonnel" of President Ngo Dinh Diem's regime, so the Government can regain popular support of the Vietnamese people.

Secondly, Mr. Kennedy declared it would be a "great mistake" to withdraw United States aid from the Vietnam struggle against Communist marauders from the north.

The President is right on both counts.

Ngo Diem has apparently lost touch with his people since last May when Government troops and police broke up a demonstration in the city of Hue, where Buddhists wanted to fly their flag in a religious ceremony. Eight Buddhists were slain, 14 wounded.

Things have since gone from bad to worse, with charges of Buddhist persecution and discrimination, culminating in raids on Buddhist pagodas by the military.

Yet it would be folly now for America to haul out of Vietnam, with our forces of more than 14,000 and our billions in military assistance.

That would simply leave Vietnam a beckoning vacuum for the Vietcong and power-hungry Red China.

Though the President did not spell out Vietnam policy in precise language, it is known the administration believes President Diem may recoup an effective Saigon rule, if he can free himself of his powerful brother, Ngo Dinh Nhu, and Nhu's officious, more powerful wife, Madame Nhu.

These two characters, brilliant, despotic, and controlling the secret police, are probably at the bottom of Buddhist oppression.

President Diem, a Catholic, denies any religious discrimination. But the conduct of his brother and sister-in-law has caused a bitter division among the people. This must be halted, the ugly breach spanned by new, moderate, and equitable policies.

Mr. Kennedy obviously hopes Diem can shuck his brother and Madame Nhu from Government and form a competent, popular regime.

Diem is still highly respected in South Vietnam; his brother is feared. Buddhists form 70 percent of the population. Diem's Vice President, more than half the Cabinet ministers, the commander of the armed forces, and most of his senior generals are Buddhists.

During the 8 hectic years of his administration, President Diem established a government, a national assembly, and constitution which were really working until recently. He built roads, new schools, inaugurated land reforms, and created the Vietnam army, equipped by the United States. The economy was beginning to flourish. He had built the country from virtual chaos, absorbing 1 million immigrants from North Vietnam.

His ability and capacity, which seem ruthlessly undercut by a scheming brother and the ambitious Madame Nhu, could still be directed toward binding up the wounds of his mired state. This apparently is what Mr. Kennedy seeks to promote. There is no other leader available.

But to function in the patriotic interests of his country and stave off the Communist aggression, Diem must be liberated from the activities of brother and sister-in-law, whose marplot designs, abetted by Communist subversion in Saigon, have all but destroyed Diem and his original programs.

For these reasons, we are convinced the CIA has not plotted—as charged yesterday in a Saigon newspaper—to overthrow the whole Diem rule.

President Kennedy and veteran Ambassador Lodge have a hard, Red row in Vietnam. The President's approach seems realistic and right. We deeply hope it succeeds.

The ACTING PRESIDENT pro tempore. Is there any further morning business? If not, morning business is closed.

AMENDMENT OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the unfinished business be laid before the Senate. The ACTING PRESIDENT pro tempore. The bill will be stated by title.

The LEGISLATIVE CLERK. A bill (S. 1831) to amend the Manpower Development and Training Act of 1962.

The ACTING PRESIDENT pro tempore. Is there objection to the request of the Senator from Montana?

There being no objection, the Senate resumed the consideration of the bill (S. 1831) to amend the Manpower Development and Training Act of 1962.

The ACTING PRESIDENT pro tempore. Under the order of yesterday, the Chair lays before the Senate the bill (S. 1831) to amend the Manpower Development and Training Act of 1962, with respect to which there is a limitation of debate of 30 minutes on any amendment, motion, or appeal, and 1 hour on the final passage of the bill.

Mr. CLARK. Mr. President, I ask unanimous consent that I may suggest the absence of a quorum without the time necessary for the quorum call being charged to either side.

The ACTING PRESIDENT pro tempore. Is there objection? The Chair hears none, and it is so ordered. The clerk will call the roll.

The Chief Clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that further proceedings under the quorum call may be dispensed with.

The PRESIDING OFFICER (Mr. WALTERS in the chair). Without objection, it is so ordered.

Mr. CLARK. Mr. President, I yield myself such time as I may require, under the unanimous-consent agreement, from the time on the bill.

The PRESIDING OFFICER. The question is on agreeing to the first committee amendment, which will be stated for the information of the Senate.

The LEGISLATIVE CLERK. On page 2, line 11, after the word "following", it is proposed to strike out

Provided, That no allowances shall be paid to any such youth who drops out of school, for a period of three months after the date of dropout.

And insert:

Provided, That no training allowance shall be paid to any individual who is under nineteen years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has continuously failed to attend school classes for a period of not less than three months during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed.

Mr. CLARK. Mr. President, I ask unanimous consent that the committee amendments be agreed to en bloc.

Mr. JAVITS. Mr. President, may we know what the Senate is doing?

Mr. CLARK. I have asked to incorporate the committee amendments, so

that the Senate can consider the bill as it came from the committee.

Mr. JAVITS. It is understood, Mr. President, that the amendments will be incorporated as original text?

I have amendments to offer, and other Senators have amendments.

Mr. CLARK. That is correct.

The PRESIDING OFFICER. Without objection, the committee amendments are agreed to en bloc; and the bill, as so amended, will be considered as original text for the purpose of amendment.

Mr. CLARK. Mr. President, I yield myself such time as I may need on the bill.

S. 1831 is a companion measure to S. 1716, which was passed by the Senate on Wednesday of this week. Both bills incorporate amendments to the Manpower Development and Training Act of 1962, recommended by the President to the Congress. Both bills are of some assistance in the upgrading of the labor skills of minority groups.

In his message of June 19 President Kennedy made certain recommendations "designed to improve the training, skills, and economic opportunities of the economically distressed and discontented, white and Negro alike."

He further recommended amendments to the Manpower Development and Training Act "not only to increase the authorization ceiling and to postpone the effective date of State matching requirements, but also—in keeping with the recommendations of the President's Committee on Youth Employment—to lower the age for training allowances from 19 to 16, to allocate funds for literacy training, and to permit the payment of a higher proportion of the program's training allowances to out-of-school youths, with provisions to assure that no one drops out of school to take advantage of this program."

S. 1831 incorporates each of these proposals.

First, it provides for training in reading, writing, and arithmetic, as well as manual training in the use of tools, for those of the unemployed who are unable to take occupational training courses because they lack these skills.

Second, it provides for expansion of the youth training program by lowering the age limit for youth training allowances from 19 to 16.

Third, it increases the percentage of funds available for the youth training program from 5 percent of the estimated total training allowances to 15 percent.

The bill authorizes additional annual appropriations of \$100 million for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, in order to meet the cost of the expanded program.

The need for this bill arises from the fact that there are 3 million workers in our labor force today who can neither read nor write. Eight hundred thousand, or more than one-quarter of them, are unemployed. Perhaps as many as 25 percent of unemployed illiterates are Negroes.

In the first year of the Manpower Development and Training Act program

eight applicants were rejected for every trainee accepted in the program. Many of them were rejected because they could neither read nor write, or had no knowledge of elementary mathematics, principally arithmetic.

In other words, they did not even have knowledge of the three R's, and yet, in order to be a gas station attendant today, one has to be able to handle a charge account; he has to be able to write out a bill; he has to be able to add and subtract; he also has to be able to do a little simple multiplication. A taxi driver has to be able to read road signs and his meter. He has to be able to make change. But 300,000 of our unemployed are unable to perform these elementary acts; and these are the hard core of the unemployed.

In addition to teaching the three R's under this bill, there would be training in how to use basic tools common to many occupations.

An interesting bit of testimony was that of Secretary of Labor Wirtz, who told the committee of an instance in which 500 women were interviewed recently in one public employment office before 30 were found to fill a class in practical nursing. In order to line up 20 trainees for hotel and restaurant cooks, 287 persons had to be interviewed. Many of those rejected were rejected because they could not read the simple instructions needed to carry on the occupation; others because they could not do the simple exercises in writing necessary to fulfill their job; still others because, as I have said, they could not add, subtract, or divide.

Under normal circumstances, those who will receive literacy training under the bill would have been applicants for ordinary occupational training in a manpower development and training course, but were rejected, because they could not read, write, or figure.

It is important that the intent of the literacy training program should not be confused with the normal instruction we expect of our educational system. We are speaking, by and large, of teaching older heads of households who must have some source of income while they learn the basic educational skills essential to obtain employment. We are talking for the most part about the 45-year-old unemployed coal miner and those who share his lot. The statistics on illiteracy among our unemployed reflect this: In March 1962, about only 4 out of 10 of workers 45 to 64 years of age had completed high school, compared to 6 out of 10 of those 35 to 44, and almost 7 out of 10 of those 18 to 44.

While the bill, for the sake of flexibility, permits literacy courses to run for as long as 52 weeks, Commissioner Koppel advised the subcommittee that the normal instruction period will last from 4 to 6 months. Of the \$100 million which would be authorized additionally under the bill, it is expected that \$50 million will be allocated to the functional illiteracy program provided by the bill, and that 50,000 literacy-deficient unemployed can be trained at that cost.

I turn now briefly to the parts of the bill dealing with youth. The bill would

lower from 19 to 16 the age limit for training under the Manpower Development and Training Act, and it would increase the share of the training cost which may be allocated to youth.

Between January and June of this year a net increase of 400,000 unemployed between 14 and 19 entered the labor force. Only 100,000 of them got jobs. The remaining 300,000 were added to the unemployed. The unemployment rate for teenagers was 18 percent for boys and 19.3 percent for girls, compared to the national average of 5.6 percent.

It is important to note that these are young people looking for work they cannot get; and that of all the unemployed in 1962, 15.6 percent were under 19 years. Yet under the first year of the Manpower Development and Training Act, only 4.3 percent of the first 22,500 workers were under 19.

In making this change, the Senate is not being asked to do anything new. The age limit was brought down to 16 when the Manpower Development and Training Act was passed in 1962. The House raised the age limit, and in conference we accepted the House figure. In passing the pending bill, which I hope the Senate will do, it will be merely going back to the provision of the bill which the Senate passed last year.

Some concern was expressed that the training courses for young people might encourage them to drop out of school in order to receive training with pay. This matter was fully explored by the subcommittee with Dr. Keppel, the Commissioner of Education. We feel that we have eliminated the possibility of young people moving into training courses in order to receive pay for training while completing their education, by providing that before they can qualify they must have been out of school for 3 months of the school year, consecutively. In other words, they cannot quit school during vacation time, for a full 3 months, and then go back to school. They must really have dropped out of school and be bona fide seekers of jobs in the labor force, or they will not qualify under the act.

There was a good deal of discussion as to whether the period should be increased to 6 months in order to further discourage people from dropping out of school in order to take these courses.

It was the consensus of opinion of the large majority of the subcommittee members, based on Dr. Keppel's recommendations, that 3 months was about the right figure. No one can be sure, of course, but that was our view after looking into the subject quite carefully.

The other \$50 million authorized under the program would go for the adult training to which I have referred earlier. Therefore, between the adult training for literacy and the expanded youth program, the appropriation requested would be split 50-50. I should point out that when we increase the percentage of the number of youth who can be trained under the bill from the 5 percent presently incorporated in the law to 15 percent, as called for by S. 1831, we are doing more than tripling the number of young people who can be trained. This is because the training allowance for

young people under the Act cannot exceed \$20 a week, and is presently averaging at \$17 a week, because it is fixed at one-half of the unemployment compensation payment made in the particular State.

When we triple the percentage of the youths who can be trained, we more than increase the actual number, because the money involved is less for the young people than it is for the older people.

I believe that adequately explains the purpose of the bill. I reserve the remainder of my time.

Mr. ELLENDER. Mr. President, will the Senator yield?

Mr. CLARK. I am glad to yield to the Senator from Louisiana.

Mr. ELLENDER. How many persons have been trained under the act?

Mr. CLARK. About 60,000 have been or are now being trained at the rate of 108,000 a year. The program was smaller, of course, in its earlier months.

Mr. ELLENDER. What success have they had in obtaining jobs?

Mr. CLARK. Of those who have completed the courses, 70 percent have obtained jobs.

Mr. ELLENDER. Who does the training?

Mr. CLARK. The training is done in several ways. The largest number of trainees are being trained through the local school boards and local educational systems, largely, but not entirely, through vocational and technical schools.

Mr. ELLENDER. In schools established by the States?

Mr. CLARK. In schools established by the States, or by the local school districts. Some training is done under so-called on-the-job training in industry.

Mr. ELLENDER. How much of this money is used to pay the student while he is in training?

Mr. CLARK. I shall be glad to obtain that information for the Senator.

Mr. ELLENDER. I understood the Senator a moment ago to say that some of the trainees are getting as much as \$17 a week, and that perhaps the amount will be raised to \$20 a week. Is that correct?

Mr. CLARK. No, the Senator misunderstood me. The training allowances for the young people are lower than the training allowances for older people. The act fixed the young people's training allowance at one-half of the unemployment compensation payment in the particular State in which they reside. However, there is a ceiling of \$20 a week above which they cannot go. In practice it has amounted to approximately \$17. The payments are different in the various States.

Mr. ELLENDER. Why is that being paid at all?

Mr. CLARK. In order to permit them to live while they are receiving training.

Mr. ELLENDER. Does the same thing apply to young people who live with their parents?

Mr. CLARK. These people, in order to qualify for a course, must be classified as unemployed. They must be individuals who are looking for work that they cannot find.

This quite low training allowance has been paid during the past year with substantial success, in order to keep them in groceries, so to speak, while they are taking training. Otherwise, they would be out attempting to find jobs for which they are not trained. They would have dropped out of school, and in many instances would live with their families. In many more instances they are not living at home, because they come from broken homes.

Mr. ELLENDER. I can understand that with respect to children 16 to 18 years of age. Are any additional payments made to any of the students who live away from the school where they are being trained?

Mr. CLARK. Not for the young people; only for the older people. That subject was under discussion. It was quite controversial. We decided not to include such a provision.

Mr. ELLENDER. The payment is made irrespective of the distance that the students live away from the school they attend. Is that correct?

Mr. CLARK. The Senator is correct.

Mr. ELLENDER. What is the maximum amount paid to an illiterate who has been doing work in a coal mine, for example, and who has reached the age of 25 or more?

Mr. CLARK. Under the bill he would be entitled, while he was being trained, to the amount of the unemployment compensation which the particular State in which he lives would have awarded to him if he had a job and had lost it. Of course they cannot double up. If he is getting unemployment compensation when he starts his training, he would not get an additional allowance.

Mr. ELLENDER. The entire cost of the program is borne by the Federal Government. Is that correct?

Mr. CLARK. That is correct.

Mr. ELLENDER. What portion of the money is used to pay the schools where the trainees study?

Mr. CLARK. I can best put it this way: In the adult training program, the average training allowance per trainee—that is the money he is paid to live on—

Mr. ELLENDER. I do not mean that. We have settled that point.

Mr. CLARK. This goes back to the Senator's previous question. The estimated average training allowance for each trainee is \$625 for the older people.

Mr. ELLENDER. For the entire course?

Mr. CLARK. Yes. The courses differ in length, of course.

Mr. ELLENDER. I understand.

Mr. CLARK. Some courses are longer than others. The average course costs \$625. The training cost, which is the rest of the expense, and which goes to compensate the school district or employer, was \$402. Therefore, roughly, 60 percent goes for training allowance and 40 percent for the cost of the program. That is, roughly, about \$1,000 per trainee.

Mr. ELLENDER. The schools receive about \$240?

Mr. CLARK. About \$402. It is roughly \$600 for the individual and \$400 for the school.

Mr. ELLENDER. The entire cost is around \$1,000?

Mr. CLARK. Yes. For the young people it is different.

Mr. ELLENDER. Are contracts entered into by the schools for a certain period during which students are to attend?

Mr. CLARK. The way the program works is this: The State employment service in Louisiana will recommend, in coordination with the local school system—usually the vocational school system—a series of training courses to run for various periods of time. They must certify that if that training course is instituted and completed, the trainee will have a reasonable opportunity to obtain gainful employment.

That plan, jointly worked out by the school district and the State employment service, must then be submitted to the Department of Health, Education, and Welfare in Washington to be screened and approved. Once it has been approved, it is returned, and the money to pay for it is authorized to be paid.

Mr. ELLENDER. I presume that under such a plan the time necessary to train the person or persons is the decisive factor?

Mr. CLARK. It is carefully worked out.

Mr. ELLENDER. Do I correctly understand that the amount of the fee for the service that is paid by the Federal Government to the school is determined by the length of time required to teach the students?

Mr. CLARK. Yes.

Mr. ELLENDER. Likewise, the amount of allowances made to the students is determined in advance, depending on the length of the course?

Mr. CLARK. They are weekly payments.

Mr. ELLENDER. Irrespective of the length of the course?

Mr. CLARK. Yes. It is one-half of whatever the unemployment compensation rate is in Louisiana. I do not know what that rate is. The trainee receives that sum for the number of weeks he takes the course. If he took a course for 6 weeks, he would get half the amount for 6 weeks. If he took a course for 48 weeks, he would get half the compensation for 48 weeks.

Mr. ELLENDER. In all events, HEW would settle the number of months or weeks that are required to teach the students in certain professions; and the amount of compensation that would be allowed the schools would be fixed in advance. Then the payment or allowance would depend on what the State paid in compensation?

Mr. CLARK. That is almost correct, but not entirely. The plan comes up from below. All HEW does is to make certain it is a good plan. Either it will approve it or will say, "We do not like it; we think you ought to change it." But the plan is worked out in Pennsylvania or Louisiana by the State employment service and the local school system.

Mr. ELLENDER. But it is based upon the requirements of the act?

Mr. CLARK. That is correct. The operation is decentralized.

Mr. ELLENDER. How much has been spent to date on the program?

Mr. CLARK. A little more than \$70 million has been committed. The appropriation was not made until August of last year. It was several months after that before the program could be established.

Mr. ELLENDER. It is proposed this year to increase the amount to \$100 million more?

Mr. CLARK. One hundred million dollars a year more, because of the new programs under the act—that is, the functional literacy program and the expanded youth program—and the purpose is to split \$100 million 50-50 between those two programs. But this is an expanded program.

Mr. ELLENDER. The authorization is for \$100 million a year?

Mr. CLARK. That is correct.

Mr. ELLENDER. I thank the Senator from Pennsylvania.

Mr. MILLER. Mr. President, will the Senator from Pennsylvania yield?

Mr. CLARK. I am happy to yield; but first I wish to ask the Chair how much time I have remaining?

The PRESIDING OFFICER. The Senator from Pennsylvania has 6 minutes remaining.

Mr. CLARK. I shall have to ask the Senator to take the time of the opposition.

Would the Senator from New York yield time to the Senator from Iowa?

Mr. JAVITS. Mr. President, in the absence of the minority leader, and because I am the ranking member of the Committee on Labor and Public Welfare in the Chamber at the moment, I yield 3 minutes to the Senator from Iowa.

Mr. MILLER. I have only two questions. Did I correctly understand the Senator from Pennsylvania to say that the main thrust of the bill is to provide literacy type training for adults who are supporting families?

Mr. CLARK. No. There are three purposes in the bill. One of them is the literacy training program, which the Senator has mentioned; the second is the youth program, in which the age limit is reduced from 19 years to 16; and the third—really a part of the second—is to increase the percentage share of training allowances for young people in the program from 5 percent to 15 percent. But there are two main forks—the youth program and the adult literacy program.

Mr. MILLER. I am glad to have that point cleared up, because while the Senator pointed out the objectives of the bill, I thought he laid stress on the adult training program.

Mr. CLARK. I did not intend to.

Mr. MILLER. My second question is this: Surely the Senator recognizes that it is important to keep young people in school, and that they must be encouraged not to drop out. But does it not seem to the Senator as though the requirement set forth on page 2 is a little weak, so far as reducing the adverse possibility to the maximum degree? The bill merely provides that none of the high school dropouts or persons of that age can qualify unless they have been out of school for 3 months. It seems to me that all that is necessary for them to do is to drop

out for 3 months—granted there will be guidance and counsel by the appropriate authorities—and then they can receive training for 52 weeks.

Has the Senator considered enlarging the period from 3 months to perhaps 1 year, or even 2 years, so that students will drop out at that peril? I think the program ought not to be subject to the criticism which has been advanced in the minority views to the effect that the proposal in the bill will encourage dropouts. I am sure the Senator from Pennsylvania does not want the bill to be used as a vehicle for encouraging dropouts.

Mr. CLARK. The committee gave careful consideration to this question. A number of members of the subcommittee interrogated Commissioner of Education Keppel and Secretary of Labor Wirtz carefully on this subject. It was the mature conviction of a large majority of the committee that the 3 months period set forth in the act was about right. Nobody can be certain. There was not a single member of the committee who thought that a person should have the benefit of this course 1 year after he had dropped out of school because he had to help his family earn a living or had to earn a living himself. Certainly no one in his wildest imagination thought of 2 years. There was some discussion as to whether a 6 months period would be better than a 3 months period. Nobody knows. But the expert testimony which we heard from the Secretary of Labor and the Commissioner of Education satisfied the committee that the provision written into the bill was somewhat stronger.

The PRESIDING OFFICER. The time of the Senator from Iowa has expired.

Mr. PROUTY. Mr. President, I yield an additional minute to the Senator from Iowa.

Mr. CLARK. I shall read the provision:

Provided, That no training allowance shall be paid to any individual who is under nineteen years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has continuously failed to attend school classes for a period of not less than three months during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed.

In other words, that is how the educators feel. That is what the people who are dealing with juvenile delinquency think. That is what the committee concluded was correct.

Mr. MILLER. I thank the Senator from Pennsylvania. Perhaps 3 months would be all right, provided something else were included, that is, that the continuity of dropout shall be due to the necessity of helping to support the family of the individual concerned. But no such safeguard is written into this language. I would go along with what the Senator has said, but it is not set forth in the bill. I believe that something such as I have suggested would be helpful to the bill.

Mr. CLARK. With all deference to the Senator from Iowa, the situation in his State is different from that in mine.

The youngsters who would be trained under this program in my State come from broken families. They do not have homes; they are on the streets. That is not the case in Iowa.

Mr. MILLER. There are broken homes in my State, too. I still believe we ought to provide safeguards in the bill, so that deliberate dropouts will be prevented and the people will not take improper advantage of the act. Those safeguards are not written into the bill. A provision should be devised which would not interfere with the overall thrust of the legislation.

I thank the Senator from Pennsylvania.

Mr. CLARK. Mr. President, I yield the floor.

Mr. COOPER. Mr. President, will the Senator from Pennsylvania yield for a question?

Mr. CLARK. I have no further time in which to yield.

Mr. JAVITS. Mr. President, I yield 2 minutes to the Senator from Vermont [Mr. PROUTY]; thereafter, I shall yield time to the Senator from Kentucky.

The PRESIDING OFFICER. The Senator from Vermont is recognized for 2 minutes.

Mr. PROUTY. Mr. President, I thank the Senator from New York for yielding this time to me.

Let me say I believe this a very important question.

I have an amendment which requires that there be absence during a 6-month period during the regular school year before the student will be eligible to participate in the program.

Dr. Keppel, the Commissioner of Education, expressed serious doubt as to whether the 3-month period presently called for in the bill will work. He believes that it may work or that it may not work.

I should like to quote from the statement made by Fred Z. Hetzel, Director of the U.S. Employment Service for the District of Columbia:

However, we feel that such allowances should not be paid to any youth who has been separated from school for less than 6 months. This provision would greatly diminish any desire on the part of some of these youths to deliberately drop out of school in order to get weekly allowances from a Manpower Development and Training Act program.

I think that is true, particularly now that we are reducing the age from 19 to 16. In my opinion, a youngster who ordinarily would commence school this week or next week would be perfectly willing to wait 3 months, in the hope that then he could receive up to \$20 a week as a result of taking the program.

So later I shall offer my amendment to change the period from 3 months to 6 months.

Mr. JAVITS. Mr. President, I yield 3 minutes to the Senator from Kentucky.

The PRESIDING OFFICER. The Senator from Kentucky is recognized for 3 minutes.

Mr. COOPER. I thank the Senator from New York.

Mr. President, my question will deal with the same subject. I should like

to address it to the Senator from Pennsylvania.

I preface my remarks by stating that in my home town of Somerset, Ky., there is a vocational school; and not long ago I talked to its administrator, who told me that continuously there are approximately 400 persons who take training in it, and that one of the tragic things he has found is the existence of a large number of young people who are not literate and do not have the basic educational requirements even to undertake that training. So I am sympathetic with this approach.

In considering the proposal to make eligibility dependent upon failure to attend classes for a period of 3 months, I must say that I agree with the Senator from Vermont and the Senator from Iowa. I believe this provision would be a great inducement to these young people to leave school; the temptation to do that and to receive the payments would be too great.

I wonder whether it would be best to require absence for one school year, with the further provision that if the Secretary or the Commissioner found the existence of certain other circumstances, such as the dire need by the family or some other affirmative condition, he could waive that requirement. The Secretary would certainly waive it if some unusual circumstance came into play.

The PRESIDING OFFICER. The time of the Senator from Kentucky has expired.

Mr. COOPER. May I have half a minute more?

Mr. JAVITS. I yield.

Mr. COOPER. I do not claim to have full experience in this field, but I have served as a local official and as a juvenile court judge, and I know how difficult it is to keep young people in school. If there is an inducement for them to leave, they will leave.

Mr. JAVITS. Mr. President, I yield myself 30 seconds.

Let me say to the Senator from Pennsylvania that neither the Senator from Vermont [Mr. PROUTY] nor I was consulted about the time allocation, which is quite short. So I should like to have an understanding with the Senator from Pennsylvania that if we have any problems about the time, we shall request unanimous consent for an additional hour on the bill. I hope very much he will not object.

Mr. CLARK. I would be prepared to respond right now to such a request, but neither the majority leader nor the minority leader is here.

Mr. JAVITS. I shall not request it unless we really need it.

Mr. CLARK. Let me respond to the Senator from Kentucky: Secretary Wirtz testified before the subcommittee that he thought the 3-month waiting period was about correct. Senators understand that no part of a vacation period can be counted as part of the 3-month period, which must be 3 months while school is in session. When Commissioner Keppel came before the subcommittee, I asked his judgment as an educator on the 3-month period. He said:

I don't think we have a body of experience that can tell us that 3 months is better than 4, or 5 months is better than 6.

I would hope that the Congress might be willing to let us go at it at 3 months and, if we find that the magnet is too close to the pin and it is having the negative effect on school holding power, to come back and propose revisions in that. Let me put it this way sir: In my judgment as an educator, I do not think that 3 months presents—to misuse Justice Holmes' language—a clear and present danger—I do not think so, sir.

The committee took the judgment of that professional educator. I do not know that he is correct; but certainly I do not know that he is wrong.

Mr. JAVITS. Mr. President, I yield 2 minutes to the Senator from Kentucky.

The PRESIDING OFFICER. The Senator from Kentucky is recognized for 2 minutes.

Mr. COOPER. Mr. President, I am not a professional educator; but at one time I did have some slight experience as a juvenile court judge, and had to deal with the problem of school attendance. It was my experience that if a student dropped out for a whole school year, even though every effort was made by the authorities and by his parents to persuade him to stay in school, and if after a year he still had no interest in attending school, the effort usually became rather hopeless.

I am inclined to agree with the Senator from Vermont [Mr. PROUTY], who is a member of the committee, that a school year should be the standard. But if the Secretary or those delegated by him decided that some special circumstances were applicable, the youngster could then be permitted to enter the program.

However, I believe this provision, as it appears in the bill before us, would be an inducement to the students to drop out of school.

Mr. GORE. Mr. President, will the Senator from Pennsylvania yield to me?

Mr. CLARK. Mr. President, I yield to the Senator from Tennessee 1 minute of my remaining 6 minutes.

Mr. GORE. In the report I notice the reference to the purpose of the bill—namely, to protect against the possibility of purposeful dropouts from regular school in order to receive the stipends for training proposed under the pending bill. The committee report does not seem to me to spell out in satisfactory detail these safeguards. Will the Senator from Pennsylvania point them out?

Mr. CLARK. On page 2 of the bill is a proviso which stiffens to a certain extent the original proposal of the administration.

It reads as follows:

Provided, That no training allowance shall be paid to any individual who is under nineteen years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has continuously failed to attend school classes for a period of not less than three months during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed.

In addition, the program will train only 50,000 young people a year. The fact is that 36 million youngsters will enter the work force in the 1960's. Among those will be 7½ million school dropouts, at least one-half of whom will be 16 or over. So that between now and the end of 1965 there will be 5½ million new entrants into the working force. Of these 2 million will be school dropouts. With those safeguards in the bill it seemed to the committee, based on the opinions given by Dr. Keppel, Commissioner of Education, and Secretary of Labor Wirtz, that with the 3 months' waiting period and the additional requirements of the Secretary being satisfied, there was very little prospect that a youngster would drop out of school in order to get this money for training allowance, or that the program would be abused.

Mr. GORE. What is the stipend?

Mr. CLARK. It is one-half of the weekly unemployment compensation payment for the State in which the trainee resides.

Mr. GORE. Which on a national average is what?

Mr. CLARK. It is about \$17 a week. One could not get rich on that.

Mr. GORE. I thank the Senator.

Mr. DIRKSEN. Mr. President, I understand that there may be a shortage of available time on the bill. That deficiency could be cured by adding to the time available on the bill. I ask unanimous consent that the unanimous-consent order entered on the bill be modified so that 2 hours of debate will be available on the bill instead of 1 hour.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. JAVITS. Mr. President, I yield myself 30 seconds. I ask unanimous consent that a quorum call may be had without the time necessary for the call being charged to either side. I intend to offer an amendment I have had printed.

The PRESIDING OFFICER. Is there objection? The Chair hears none, and it is so ordered.

Mr. JAVITS. Mr. President, I suggest the absence of a quorum under the unanimous-consent agreement.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. CLARK. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. JAVITS. Mr. President, I call up my amendment No. 186, as modified, and ask that it be stated.

The PRESIDING OFFICER. The amendment of the Senator from New York will be stated.

The LEGISLATIVE CLERK. At the end of the bill it is proposed to add the following new section:

SEC.—. (a) So much of the second sentence of section 203(a) of the Manpower Development and Training Act of 1962 as precedes the proviso at the end thereof is amended to read as follows: "Such payments shall be made for a period not exceeding

fifty-two weeks, and the amount of any such payment in any week for persons undergoing training, including uncompensated employer-provided training, shall not exceed an amount equal to 50 per centum of the average weekly manufacturing wage (according to the most recent data available) in the State making such payment or in the United States, whichever is lower:".

(b) (1) The first sentence of the second paragraph of such section 203(a) is amended by striking out "the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available" and inserting in lieu thereof "the amount of his weekly training allowance as determined under the preceding paragraph".

(2) The second sentence of such paragraph is amended by striking out "the average weekly unemployment compensation payment referred to above" and inserting in lieu thereof "the amount of his weekly training allowance as referred to above".

Mr. JAVITS. Mr. President, I yield myself 5 minutes on the amendment.

The PRESIDING OFFICER. The Senator from New York is recognized for 5 minutes.

Mr. JAVITS. The purpose of the amendment is to reconcile the policy of the United States with the existing needs of this country.

It has been noted already that the standard of compensation for adult trainees under the Manpower Development and Training Act is today based upon unemployment compensation. We are not now talking about youth and the special provisions made in the bill for youth. I have not touched upon that subject in my amendment. The compensation for adult trainees is today based upon unemployment compensation.

That results in the following situations:

First, trainees do not get sufficient allowances to live on. Hence, there is a rate of dropouts of about 23 percent among participating trainees. Since the trainees do not get sufficient compensation to continue, no matter how bad is the first job that comes along, they grab it because they have no alternative. When they do that, all of the money which the United States has invested in their training is, in substance, wasted, and the national purpose is not attained.

Reason No. 1, therefore, is that the dropouts total in excess of one-fifth of those enrolling in the program. That is the testimony before the committee. That is directly attributable to the fact that the training allowances are inadequate. They are inadequate because they are based on unemployment compensation. I shall discuss those figures later.

The standard which I propose is 50 percent of the average manufacturing wage in the particular State or in the United States, whichever is the lower. That would mean if my amendment should prevail, that in 19 of the 50 States the allowance would be 50 percent of the national average, because in those States the State average manufacturing wage is higher. In the other 31 States the training allowance would amount to

50 percent of the State average manufacturing wage.

On the whole, the amendment would result in increasing present allowances by an amount in the area of 25 to 30 percent. It would result in an additional cost to the Federal Government of something in the area of \$20 million, or perhaps a little less, in view of the fact that my calculation at the figure of one-half of the average State manufacturing wage came to about \$23 million, and I have now put on a ceiling affecting 19 States, which would rather materially reduce that aggregate amount.

Point No. 1 is that there is a very high rate of dropouts, for financial reasons, which makes the program self-defeating, because those who are being trained lose the benefit of their training because they cannot participate for the time necessary to complete the training.

The second point is that the internal operations of our Government are completely inconsistent in this important area. There are three programs under which there are allowances to trainees. This is one program. The Area Redevelopment Act is another. The Trade Expansion Act of 1962 is the third. Under each of those programs there are trainee allowances. Under the Trade Expansion Act of 1962 the training allowance is based upon the standard which I propose; that is, the average manufacturing wage in the State. Under the Area Redevelopment Act the standard is based on unemployment compensation. Under the Manpower Development and Training Act, which the Senate is considering today, the standard again is based on unemployment compensation.

An individual trainee trained under one of these acts, rather than under another, would receive a different standard of compensation from that provided under the Trade Expansion Act of 1962. So the second reason for acting in the way which I propose is the fact that the programs inherently and internally are inconsistent.

The third reason is the nature of the program itself. We are trying to change the status of a man who will be displaced by automation or otherwise disadvantaged because he lacks training by giving him training to improve his capabilities.

The PRESIDING OFFICER. The time yielded by the Senator from New York has expired.

Mr. JAVITS. Mr. President, I yield myself 5 additional minutes from the time on the amendment.

The PRESIDING OFFICER. The Senator from New York may proceed for 5 additional minutes.

Mr. JAVITS. We seek to raise such a man to a level of capability as to permit him to fulfill his role in the United States in the national interest. The program works in two ways. An individual will perform his economic role by producing to his maximum potential, if he is retrained. He will also rehabilitate himself as a working unit in terms of himself and his family.

In order to do this, we do not wish to stamp a man as being unemployed. He is not unemployed. He is working for the benefit of the Nation as well as for the

benefit of himself, in giving himself, because of national concern, a new opportunity in life and a new opportunity to contribute to the Nation. He should not have an unemployment psychology while he is so engaged. Yet, when we fix a standard of compensation for him which is based upon unemployment compensation we say exactly that. We say, "You are still unemployed. This is a kind of an extension of the unemployment situation, for you are still an unemployed man. You are not a man employed in training."

That is the concept which is important to understand for our country and for the purpose of making this whole effort and this whole program meaningful, as it should be.

The fourth and final argument is that the standard which is now set results in completely unrealistic allowances for trainees. For example, those allowances are as low as \$22.72 in Arkansas, \$25.30 in Alabama, \$24.99 in South Carolina, \$23.05 in Maine and \$23.50 in Mississippi. I am speaking of the weekly rates. Even in the important industrial States, the figure is \$32.32 in Pennsylvania and \$37.69 in New York.

When we realize what the allowances for adult trainees, as contained in the law, amount to we realize it is not possible for such persons to live on these allowances.

Mr. President, I ask unanimous consent that a table of the actual weekly allowances which are being paid under the Manpower Development and Training Act, based upon the third quarter of the fiscal year 1963, may be printed in the RECORD as a part of my remarks, along with a comparison with the proposed allowances based on 50 percent of the average manufacturing wage, the ceiling I have proposed in my amendment.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

TABLE I.—Comparison of present training allowance under Manpower Development and Training Act with proposed allowance of 50 percent of manufacturing earnings

State	Weekly MDTA allowance, 3d quarter, 1963	Proposed allowance of 50 percent of manufacturing wage	Amount of increase
Alabama.....	\$26	\$42	+\$16
Alaska.....	41		
Arizona.....	32	*52	+20
Arkansas.....	24	33	+9
California.....	43	*56	+13
Colorado.....	43	*54	+11
Connecticut.....	39	*52	+13
Delaware.....	38	49	+11
District of Columbia.....	38		
Florida.....	28	41	+13
Georgia.....	28	36	+8
Guam.....			
Hawaii.....	39		
Idaho.....	39	47	+8
Illinois.....	40	*53	+13
Indiana.....	32	*54	+22
Iowa.....	32	*51	+19
Kansas.....	38	*53	+15
Kentucky.....	33	46	+13
Louisiana.....	31	48	+17
Maine.....	25	39	+14
Maryland.....	32	48	+16
Massachusetts.....	39	45	+6
Michigan.....	37	*61	+24
Minnesota.....	31	*51	+20
Mississippi.....	25	33	+8
Missouri.....	34	48	+14
Montana.....	32	*52	+20
Nebraska.....	32	47	+15

TABLE I.—Comparison of present training allowance under Manpower Development and Training Act with proposed allowance of 50 percent of manufacturing earnings—Continued

State	Weekly MDTA allowance, 3d quarter, 1963	Proposed allowance of 50 percent of manufacturing wage	Amount of increase
Nevada.....	\$39	*\$61	+\$22
New Hampshire.....	32	38	+6
New Jersey.....	40	*51	+11
New Mexico.....	31	45	+14
New York.....	39	48	+9
North Carolina.....	23	34	+11
North Dakota.....	33	44	+11
Ohio.....	42	*57	+15
Oklahoma.....	27	45	+18
Oregon.....	36	*52	+16
Pennsylvania.....	34	48	+14
Puerto Rico.....	15		
Rhode Island.....	32	41	+9
South Carolina.....	27	35	+8
South Dakota.....	31	49	+18
Tennessee.....	25	39	+14
Texas.....	30	48	+18
Utah.....	38	*54	+16
Vermont.....	32	41	+9
Virginia.....	28	39	+11
Virgin Islands.....			
Washington.....	33	*56	+23
West Virginia.....	24	51	+27
Wisconsin.....	42	*52	+10
Wyoming.....	45	49	+4

NOTE.—Average weekly manufacturing wage in the United States as of July 1963 is \$99.88, as reflected in U.S. Department of Commerce Survey of Current Business, August 1963. The asterisks indicate States in which the proposed allowance of 50 percent of the manufacturing wage exceeds 50 percent of the U.S. manufacturing wage.

Mr. JAVITS. When we examine those figures we see that in absolute terms it is for all practical purposes impossible for the head of the household to make a living or even to get along on a minimum standard on the basis of the compensation which he would get under the act.

For all those reasons, Mr. President, I think it is essential that we face realistically the results of what we are trying to do in the interests of the Nation. Now, in my opinion, we are cheating, by dealing with the situation of retraining as if it were unemployment. It is not fair to the Nation, and it is not fair to the people concerned to do so.

I wish to refer to the testimony of Seymour L. Wolfbein, Director of the Office of Manpower, Automation, and Training of the U.S. Department of Labor; to the testimony of Walter Reuther, head of the industrial division, AFL-CIO, as well as of the United Automobile Workers; and to the testimony of Andrew J. Biemiller, director of the department of legislation, AFL-CIO—before the Subcommittee on Employment and Manpower of the Committee on Labor and Public Welfare—bearing out the concept which I am putting before the Senate in the amendment.

These witnesses, particularly Messrs. Reuther and Biemiller, recommended two-thirds of the wage rate for the job for which the worker is being trained rather than one-half of the average manufacturing wage, as I have laid it before the Senate, but the principle which is involved is the same. It is the principle that we should try to attain a standard of employment rather than unemployment, in the compensation which we pay trainees, thereby really giving the trainee the feeling that he is entitled to have—that he is engaged in a constructive effort, in an affirmative effort, rather

than merely being unemployed and receiving unemployment compensation, which is all the present law gives him.

The PRESIDING OFFICER. The time yielded by the Senator from New York has again expired.

Mr. JAVITS. Mr. President, I yield myself 3 minutes more from the time on the amendment.

The PRESIDING OFFICER. The Senator from New York is recognized for 3 additional minutes.

Mr. JAVITS. The rate of dropouts, coupled with the character of the program which needs to be carried out in our national interest, couple with the effect upon the individual being trained, and the fact that there is complete inconsistency, among the laws of the United States, together with the support of the witnesses I have described, indicates to me, as we are now revising this act, the need to amend it in the way I have suggested.

I am thoroughly in favor of what is being done by the bill. I feel that it is extremely sound and constructive that the Government is addressing itself to a fundamental duty, which is to see that hardship does not fall on an individual because of a readjustment in our country which is not the fault of that individual. That is laudable. The question is, What are the terms under which we are going to do it? I think this is one of the terms which is wrong, so far as both the individual and the Nation are concerned. It is for that reason that I pressed this amendment in committee, and why I press it now.

I feel this is a deserving amendment and should be passed by the Senate, but no matter what we may do here today—I feel that we cannot get away from a situation in which the rate of dropouts is going to compel material improvement in training allowances. The thing for the Government to do is not to wait until it is hit over the head by some disastrous failure of the program, but to anticipate what it sees clearly written in the sky by the kind of legislation which it writes.

As we are reforming the act in very desirable respects, let us reform it by what I seek to do by this amendment.

I reserve the remainder of my time.

Mr. CLARK. Mr. President, I yield myself 5 minutes.

I have great ideological sympathy with the position advanced by the Senator from New York. It may well be that when we have greater experience with the training allowances under the Manpower Training and Development Act, the administration will want to come before the committee and ask to have the allowances increased more or less along the lines which the Senator from New York has suggested. But we do not have enough experience under the act now to know what the best answers are to the problem of training allowances, which are probably too low.

The position which I think a strong majority of the committee would have taken had the amendment been brought to a vote in the committee would be to go along with the administration, with the President's recommendations, for an-

other year, and then, based on the testimony continually being taken by our committee as a whole, on the whole re-training program, determine whether we want to increase the allowances. I am quite certain the majority of the committee feels opposed to the amendment.

There are practical and technical objections to the amendment, also. The amendment would base compensation on the manufacturing wage in a particular State, but a very large proportion of the trainees are being trained for nonmanufacturing occupations, where the wage is lower. These exclusions are of occupations which are not included in the Fair Labor Standards Act—hotels, restaurants, laundry, small retail firms, where training courses will give opportunity for employment where persons are not now equipped with employable skills. In some cases the trainee would be getting training allowances in excess of the amount he could expect to earn in the occupation for which he was being trained.

There is another important pragmatic reason for objection to the amendment. The States have a great role to play in this program. It is true that a few days ago we provided that the Federal Government should pick up the whole tab for the program, but it is hoped that in the near future the States will be prepared to pay their share of the cost.

Mr. JAVITS. Mr. President, will the Senator yield for an instant?

Mr. CLARK. Yes.

Mr. JAVITS. I understand there are just enough Senators present to have the yeas and nays ordered on the amendment. Will the Senator yield for that purpose?

Mr. CLARK. I yield.

Mr. JAVITS. Mr. President, I ask for the yeas and nays on my amendment.

The yeas and nays were ordered.

Mr. JAVITS. I thank the Senator for yielding.

Mr. CLARK. The States have always wanted to base allowances on unemployment compensation. I do not think we should change that practically universal State desire for a new and untried training allowance procedure, as suggested by the Javits amendment.

It is true that the proposal would make available more opportunity for heads of households with higher aptitudes, but because it would increase competition for training, it would be more difficult to reach the hard core, less trainable individuals, whom we hope to get into jobs, even though paying less money than would be paid to more highly skilled workers.

For all these reasons I regretfully am compelled to oppose the amendment, and hope it will be defeated.

Mr. JAVITS. Mr. President, I yield myself 2 minutes.

In reference to the argument made by the Senator from Pennsylvania—and I appreciate the Senator's feeling about this issue—I remind him that, if my memory serves me correctly, the amendment was proposed in the committee and rejected.

Mr. CLARK. My understanding is that the Senator withdrew it, reserving the right to offer it on the floor, but my memory may be wrong.

Mr. JAVITS. At any rate, the facts speak for themselves.

Mr. ELLENDER. Mr. President, will the Senator yield for a question?

Mr. JAVITS. Certainly.

Mr. ELLENDER. Has the Senator a table or some figures indicating the amount of money that is paid to people engaged in manufacturing work?

Mr. JAVITS. Yes. I put that table in the RECORD. I shall be happy to refer to any State the Senator has in mind.

Mr. ELLENDER. Let us take New York as compared to New Hampshire.

Mr. JAVITS. In New York today a trainee receives, as a maximum, \$39 a week. In New York, under the amendment, he could get a maximum of \$48 a week.

In New Hampshire a trainee receives \$32 a week as a maximum. Under the amendment which I have offered, he could get \$38 a week, if he were getting half of the average manufacturing wage.

Mr. ELLENDER. So the difference between the New York and New Hampshire rate, on a weekly basis, would be what?

Mr. JAVITS. Six or seven dollars a week, at a maximum.

Mr. ELLENDER. What about the State of Mississippi?

Mr. JAVITS. In the State of Mississippi he receives now a maximum of \$25 a week. Under the amendment I have offered, he would receive a maximum of \$33 a week. There is a difference of something in the area of 20 to 30 percent.

Mr. ELLENDER. I notice the Senator has increased the authorization from \$161 to \$184 million.

Mr. JAVITS. I struck that out of my amendment. I would like to tell the Senator why.

The PRESIDING OFFICER. The time of the Senator has expired.

Mr. JAVITS. I yield myself 2 additional minutes on the bill.

The PRESIDING OFFICER. The Senator has only 1 minute left.

Mr. JAVITS. I yield myself 3 minutes, 1 on the amendment, and 2 on the bill.

I struck out the authorization from the amendment because I felt if the amendment carried, a closer figure should be given and applied to the right section. The Senator will notice that the section of the bill which is amended by the bill itself increases the allowance by \$100 million for various purposes of the bill. The section which I had proposed to amend in my amendment went back to the original bill. I think there would be some confusion. So, in lieu of that, I gave estimates that the increase would be in the neighborhood of \$20 million. It was \$23 million as originally designed. That is one-half of the manufacturing wage. With the ceiling of it based on the average, it is reduced in 19 States, and I therefore gave an approximation of it.

Mr. ELLENDER. In view of the fact that this program may cost \$20 to \$23 million more than the program being advocated, is it the intention of the Senator to increase the authorization?

Mr. JAVITS. I would, if my amend-

ment should be agreed to. If it were adopted, I would move another amendment for that purpose.

This is a program that costs money. It is a program on which we are spending money in order to make it effective. My position is that if we want to make it effective, sooner or later—the Senator from Pennsylvania says later and I say sooner—we must face the issue. These allowances are premised upon a wrong standard. If it is worth doing it is worth doing right. If a Senator believes it is not worth doing at all, he should vote against the bill.

Mr. PASTORE. Mr. President, will the Senator yield?

Mr. JAVITS. I yield.

Mr. PASTORE. I am intrigued by the interesting argument made by the distinguished Senator from New York. I have also listened to the rebuttal made by the distinguished Senator in charge of the bill. What does the Senator from New York have to say with reference to the argument made by the Senator from Pennsylvania, that in some instances the amount of payment, being one-half of the manufacturing level in a community, could mean that an individual may be receiving almost as much money for training purposes as he would if he were employed?

Mr. JAVITS. I do not believe that is a valid argument. The Senator from Pennsylvania argued that we are training many people who are receiving more while they are being trained than they would if they had a job.

The PRESIDING OFFICER. The time of the Senator has again expired.

Mr. JAVITS. I yield myself 2 additional minutes on the bill. The Senator argued that we may be training people for the service trade. It is true that the service trade wage averages somewhat less than the manufacturing wage average—however, not by as much as the Senator argues. I am drawing on my recollection, but this is a field with respect to which I have been keeping in close touch with what is going on. The average in the service trades is perhaps \$15 or \$20 less than the manufacturing wage. That still would not bring us down—this is a 50-percent figure, let us remember—to the point where it would be more attractive to take training than to have a job.

As the matter stands now, it is less attractive to take training than to have any job. One cannot make the grade in living expenses based upon the allowances which are being given. It is not being too generous to make it 50 percent of the manufacturing wage, because we are dealing with heads of families, or heads of households, under the Internal Revenue Act. There is no great romance in this matter if the Senate takes my standard, but it is a material improvement. Instead of waiting for this program to break down, let us anticipate the breakdown and give the program the best chance of success that we can give it.

I believe my amendment is very important. I want the program to succeed. I believe a 20-percent dropout would kill the program. I am trying to take time by the forelock. I do not

want to wait and be told that the program has failed. Let us do something now to keep the people in the program.

Mr. ELLENDER. Mr. President, I should like to ask a question of the Senator from Pennsylvania in order to clarify a question that I asked him a short time ago.

Mr. CLARK. I yield 1 minute to the Senator for that purpose.

Mr. ELLENDER. A moment ago the distinguished Senator stated that under this program 60,000 unemployed had been trained.

Mr. CLARK. The Senator is approximately correct. The figure is a little less than 60,000 are being trained. I believe it is 58,000.

Mr. ELLENDER. It is not under the program that we are discussing, but under the old program. Is that correct?

Mr. CLARK. The Senator is correct. The Javits amendment applies to the old program.

Mr. ELLENDER. The program that we are considering, as I understand it, is an entirely new program.

Mr. CLARK. Under the bill, but not under the proposed amendment.

Mr. ELLENDER. Under the bill it is an entirely new program as compared with what was done last year.

Mr. CLARK. It is an expanded program. It is not entirely new.

Mr. ELLENDER. Therefore when the Senator said 70,000 people were trained, it was under the original 1962 program.

Mr. CLARK. The Senator is correct. We would train more under the proposed program.

Mr. ELLENDER. The Senator refers to the expanded program.

Mr. CLARK. Yes.

I yield myself 2 minutes on the amendment.

I believe there are four reasons which could be summarized why we must oppose the amendment.

First, while there is a high dropout rate, the dropouts are getting jobs. There is no necessary conclusion that they are getting jobs, at least in part, outside of their training. If we have a high dropout rate it is at least an indication that the program is to some extent effective.

Second, the Secretary of Labor does not now think this rate is too low. He may decide later that it is. However, until he, in his position of some expertise, wants the allowance increased, I suggest that the Senate not oppose his judgment.

In the third place, the Javits amendment would cost \$20 million more than what is proposed under the bill. We have gone far enough in increasing the authorization, at least for the time being.

In the fourth place, basing the training allowance on manufacturing costs is unrealistic, and provides the wrong standard.

I have before me a list of the 20 principal occupations in which people are being trained. Among them are clerks, typists, stenographers, nurses' aids, practical nurses, waiters, waitresses, cooks, salespeople. I submit it is not realistic or intelligent, with apologies to my friends from New York, to base the

training allowance on the manufacturing wage.

Mr. PASTORE. Mr. President, will the Senator yield?

Mr. CLARK. I yield.

Mr. PASTORE. Why could not the same rationale be used for the program as under the Trade Expansion Act? If it is good in one instance, why does not the same principle apply?

Mr. CLARK. Because under the Trade Expansion Act most of the jobs are manufacturing jobs.

Mr. ELLENDER. The Senator does not know that for sure.

Mr. CLARK. We cannot export services.

Mr. JAVITS. I yield myself 1 minute. The Senator from Rhode Island is exactly correct, because it is not what a man has been doing that he is being retrained to do. It is what he is going to do that he is being trained for. It is illogical to say that we will retrain him to do what he has been doing. I feel that there is an inconsistency in the law. It is my own judgment, and I state it unilaterally, that if the Senate does not do it now, the administration will come back to Congress in 6 months or a year and ask that we do something about it, with perhaps the same formula. If we want the program to succeed, the adoption of my suggestion is a necessary improvement for the hundred million people that we are trying to help.

Mr. PASTORE. Mr. President, we are talking about yielding a half minute and 15 seconds, as though time were the most precious thing in a body that is known for extended talk. Can we not talk for 5 minutes on this subject? Why are we constricted to yielding half a minute at a time?

Mr. JAVITS. Does the Senator wish me to yield him some time? I will be glad to yield him 5 minutes. I yield 5 minutes to the Senator on the bill.

Mr. PASTORE. I do not wish to be pugnacious about it. Why must we have time peddled cut? I have sat here when Senators talked for 23 hours on trivia. I understand we have 5 minutes.

Mr. JAVITS. I yield 5 minutes to the Senator from Rhode Island.

Mr. PASTORE. I should like to ask the Senator from New York a question. Are we talking about an individual who has been employed but who, through no fault of his own, and because of automation, has lost his job? Because he is a human being the Federal Government is interested in having him trained for another task.

Mr. JAVITS. Exactly.

Mr. PASTORE. He has lost his job, and because he is unemployed he is entitled to unemployment compensation benefits anyway?

Mr. JAVITS. That is correct.

Mr. PASTORE. Instead of offering unemployment compensation benefits, we are saying, "We will give you an opportunity to become trained rather than to stay at home and wait until the end of the week to collect a check. If you will only cooperate, we will provide you with an opportunity to be trained for a new task to start in a new direction, which will be better than staying at home."

Are we not psychologically saying, "You are in a different category by being trained for a new job than you would be if you merely received unemployment compensation"? We are seeking to lift the morale of the individual and to have him apply his talents to new training.

Why should we not follow the suggestion of the Senator from New York? I am surprised that the Senator from Pennsylvania, who is an outstanding liberal and a farsighted man, should be opposed to this kind of amendment.

This situation strikes at the dignity of an individual who is willing to cooperate to learn another task because, through automation, he has lost a job he once had. All it amounts to is a pitance of \$5, \$6, or \$7 a week.

Mr. CLARK. Mr. President, I yield myself 2 minutes to reply to the Senator from Rhode Island.

Mr. PASTORE. If we are going to do something, let us do it on a dignified basis. Everyone knows that it is going to cost a little more money to preserve a program rather than to destroy it.

Mr. CLARK. Mr. President, I find myself in—

Mr. PASTORE. In a box?

Mr. CLARK. No, I do not find myself in a box at all. I find myself in the logical position where my head must necessarily take precedence over my heart. The Senator from Rhode Island makes a strong appeal to the heart-strings, due largely to the basis on which the Senator from New York makes the appeal.

But there is a large category of individuals outside the group about whom the Senator from Rhode Island is talking and who are intended to be covered by the bill. We are thinking in terms of a hard core of unemployed persons who have not been in the labor force for a long while, persons whose unemployment compensation has expired, and many of whom are on relief.

The high-grade, blue-collar worker, who once received a high wage, may be entitled, as the Senator from Rhode Island says, to more than unemployment compensation. But to use a manufacturing standard is to use an unrealistic standard.

Finally, we do not seek to help a large number of persons for whom the additional payment would not be an inducement to take the course, but for whom the payment they receive is adequate to induce them to take the course. It does not seem proper to charge a higher cost to the taxpayer at this time.

I appreciate, in terms of compassion, that the Senator from Rhode Island and the Senator from New York made a strong argument; but the proposal was carefully considered in committee and was carefully studied by the Secretary of Labor. It was determined that it would be better to proceed in this way for another year.

That is the full strength of my argument. If it does not convince the Senator from Rhode Island, I certainly will not quarrel with him. It is not an amendment which I should fight and bleed and die to defeat; but on balance, acting with my head, not with my heart,

I believe it would be wiser to defeat the amendment.

Mr. PASTORE. My only rejoinder to the distinguished Senator from Pennsylvania is to compliment him on his standards. But I shall support the amendment.

Mr. JAVITS. I thank the Senator from Rhode Island for his support. I hope that the policy of dignity by the United States toward those whom the proposal will help to train will be followed by the Senate. I am ready to vote.

Mr. CLARK. Mr. President, I yield back the remainder of my time on the amendment.

Mr. JAVITS. I yield back the remainder of my time.

The PRESIDING OFFICER. All time on the amendment has expired. The question is on agreeing to the amendment offered by the Senator from New York [Mr. JAVITS]. The yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. HUMPHREY. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from North Dakota [Mr. BURDICK], the Senator from Connecticut [Mr. DODD], the Senator from Arkansas [Mr. FULBRIGHT], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr. LONG], the Senator from South Dakota [Mr. MCGOVERN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Utah [Mr. MOSS], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Florida [Mr. SMATHERS], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from Michigan [Mr. McNAMARA] is absent because of illness.

I further announce that the Senator from California [Mr. ENGLE] is necessarily absent.

I further announce that, if present and voting, the Senator from North Dakota [Mr. BURDICK], the Senator from Connecticut [Mr. DODD], the Senator from California [Mr. ENGLE], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr. LONG], the Senator from South Dakota [Mr. MCGOVERN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Michigan [Mr. McNAMARA], the Senator from Utah [Mr. MOSS], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Florida [Mr. SMATHERS], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] would each vote "nay."

Mr. DIRKSEN. I announce that the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], the Senator from New Hampshire [Mr. COTTON], the Senator from Iowa [Mr. HICKENLOOPER], the Senator from Cali-

fornia [Mr. KUCHEL], the Senator from New Mexico [Mr. MECHEM], the Senator from Kentucky [Mr. MORTON], the Senator from South Dakota [Mr. MURDT], the Senator from Massachusetts [Mr. SALTONSTALL], the Senator from Pennsylvania [Mr. SCOTT], the Senator from Texas [Mr. TOWER], and the Senator from North Dakota [Mr. YOUNG] are necessarily absent. If present and voting, the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], the Senator from Iowa [Mr. HICKENLOOPER], and the Senator from Wyoming [Mr. SIMPSON] would each vote "nay."

On this vote, the Senator from California [Mr. KUCHEL] is paired with the Senator from Texas [Mr. TOWER]. If present and voting, the Senator from California would vote "yea," and the Senator from Texas would vote "nay."

The result was announced—yeas 10, nays 60, as follows:

[No. 151 Leg.]

YEAS—10

Aiken	Jordan, Idaho	Pastore
Case	Keating	Pell
Fong	Kennedy	
Javits	Nelson	

NAYS—60

Allott	Ervin	Miller
Bartlett	Goldwater	Monroney
Bayh	Gore	Morse
Beall	Hart	Muskie
Bible	Hayden	Pearson
Brewster	Hill	Prouty
Byrd, Va.	Holland	Proxmire
Byrd, W. Va.	Hruska	Randolph
Cannon	Humphrey	Ribicoff
Carlson	Inouye	Robertson
Church	Johnston	Russell
Clark	Jordan, N.C.	Scott
Cooper	Lausche	Smith
Curtis	Long, Mo.	Stennis
Dirksen	Magnuson	Talmadge
Dominick	Mansfield	Thurmond
Douglas	McCarthy	Walters
Eastland	McClellan	Williams, N.J.
Edmondson	McGee	Williams, Del.
Ellender	Metcalf	Young, Ohio

NOT VOTING—30

Anderson	Hickenlooper	Murdt
Bennett	Jackson	Neuberger
Boggs	Kuchel	Saltonstall
Burdick	Long, La.	Simpson
Cotton	McGovern	Smathers
Dodd	McIntyre	Sparkman
Engle	McNamara	Symington
Fulbright	Mechem	Tower
Gruening	Morton	Yarborough
Hartke	Moss	Young, N. Dak.

So Mr. JAVITS' amendment was rejected.

Mr. HUMPHREY. Mr. President, I move that the vote by which the amendment was rejected be reconsidered.

Mr. RANDOLPH. Mr. President, I move to lay that motion on the table.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from West Virginia.

The motion was agreed to.

Mr. PROUTY. Mr. President, I offer an amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER (Mr. BREWSTER in the chair). The amendment of the Senator from Vermont will be stated.

The LEGISLATIVE CLERK. On the first page, line 8, it is proposed to insert "who are over 35 years of age or who have neither completed the eighth grade of school nor otherwise acquired the educational equivalent of the eighth grade of school and" after "persons".

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Vermont.

Mr. PROUTY. Mr. President, I believe that the amendment is agreeable to the senior Senator from Pennsylvania. I can explain it very briefly. Originally it was my purpose to prevent anyone who had completed or had the equivalent of an eighth-grade education from being eligible for any activity under the so-called literacy program envisaged by the bill. The Senator from Pennsylvania suggested that there were probably some people in the country who had had the equivalent of an eighth-grade education but were 35 years of age or over, and therefore perhaps have been unable to keep up on their reading and writing. It seems to me that those people would be very few in number. So with that change in the amendment, I am sure the Senator from Pennsylvania would be willing to accept it.

Mr. CLARK. Mr. President, I yield myself 2 minutes. The amendment offered by the Senator from Vermont would eliminate from the program, if I correctly understand—and I ask the Senator if I do—anyone under 35 years of age who had been through 8 years of school. Is that correct?

Mr. PROUTY. Or had the equivalent of 8 years of school.

Mr. CLARK. The amendment of the Senator from Vermont would not apply to older workers—those 35 years of age or over—regardless of how much schooling they had had.

Mr. PROUTY. The Senator is correct.

Mr. CLARK. Mr. President, I see no serious objection to the amendment. I have polled most of the members of the subcommittee. Therefore, on behalf of the committee, I am prepared to accept the amendment.

The PRESIDING OFFICER. Does the Senator from Vermont yield back the remainder of his time?

Mr. PROUTY. Mr. President, I yield back the remainder of my time.

Mr. CLARK. Mr. President, I yield back the remainder of my time.

The PRESIDING OFFICER. All time having been yielded back, the question is on agreeing to the amendment of the Senator from Vermont.

The amendment was agreed to.

Mr. PROUTY. Mr. President, I offer a second amendment, which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment of the Senator from Vermont will be stated.

The LEGISLATIVE CLERK. On the first page, line 7, it is proposed to strike out the words "functional literacy" and insert in lieu thereof the words "elementary reading, writing and arithmetic".

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Vermont.

Mr. PROUTY. Mr. President, I believe that this amendment is also agreeable to the chairman of the subcommittee.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. PROUTY. I yield.

Mr. CLARK. I do not like the word "elementary." I understood that the amendment would merely refer to "reading, writing, and arithmetic." I would be prepared to accept an amendment to that effect, but when the word "elementary" is added, confusion might result. I hope that the Senator will be willing to withdraw the word "elementary" and make the language read "reading, writing, and arithmetic," in which case I would be happy to accept the amendment.

Terms such as "functional illiteracy" seem like gobbledygook. I like the simpler wording.

Mr. PROUTY. Mr. President, I modify my amendment by striking out the word "elementary" in the amendment.

The PRESIDING OFFICER. The Senator has the right to modify his amendment.

Mr. CLARK. Mr. President, on behalf of the committee, I accept the modified amendment.

I yield back the remainder of my time.

Mr. PROUTY. I yield back the remainder of my time.

The PRESIDING OFFICER. All time having been yielded back, the question is on agreeing to the amendment of the Senator from Vermont, as modified.

The amendment was agreed to.

Mr. PROUTY. Mr. President, I offer another amendment, which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment of the Senator from Vermont will be stated.

The LEGISLATIVE CLERK. One page 2, line 18, it is proposed to strike out "3" and insert in lieu thereof "6".

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Vermont.

Mr. PROUTY. Mr. President, the amendment would require that in order for a school dropout to be eligible to participate in the training program under the act, he must have been out of school for 6 months continuously during the regular school term. The bill would require a 3-month period for school dropouts. The longer period of 6 months would lessen any incentive which a potential school dropout might have to leave school in order to enter the program.

It seems to me that the last thing we would wish to do under the program would be to encourage any boy or girl to drop out of high school by reason of the fact that he or she would be entitled to an amount up to \$20 per week under the allowance program. It is extremely doubtful that a 3-month period would be sufficient to discourage many boys and girls who might have a tendency to or be thinking of leaving school. I think that would be most unfortunate. Dr. Keppel, the Commissioner of Education, expressed some concern about that particular question. He said, "We do not know what will happen. If too many drop out, we can change the law."

But I think perhaps the time to do that is now. In its present form, the bill is superior to the act, which does not require any time limitation whatsoever.

But I believe that a 6-month period is far more realistic than a 3-month period. I hope the Senator from Pennsylvania will see fit to accept the amendment.

Mr. CLARK. Mr. President, I yield myself 2 minutes.

Mr. PROUTY. Mr. President, I reserve the remainder of my time.

Mr. CLARK. Let the RECORD show that the best judgment of the Commissioner of Education and the best judgment of the Secretary of Labor is that 3 months is a long-enough time to keep school dropouts out of these training courses. No one knows what the right period is. There is no experience. But the professional educators are of the view that it would be wiser to allow a youngster to start retraining if during the school year he had been out of school for 3 continuous months.

Vacation periods are not included. However, this must be in the realm of judgment and of speculation. After having conferred with the members of the subcommittee who are present in the Chamber, I am prepared to take the amendment to conference. Therefore, I will accept the amendment offered by the Senator from Vermont.

Mr. President, I yield back the remainder of my time.

Mr. PROUTY. Mr. President, I am grateful to the distinguished chairman of the subcommittee for accepting the amendment. I yield back the remainder of my time.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Vermont [Mr. PROUTY].

The amendment was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. PROUTY. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment will be stated for the information of the Senate.

The LEGISLATIVE CLERK. After line 17 on page 3, it is proposed to add the following new subsection:

(h) Notwithstanding any other provision of this Act, not more than 30 per centum of the funds appropriated pursuant to the authorizations in this section shall be used for training costs, exclusive of training allowances, of projects under title II of this Act.

Mr. PROUTY. Mr. President, the amendment would limit the funds which could be spent for training costs of the projects under title II of the Manpower Development and Training Act. The amendment would place the limitation at 30 percent of the funds appropriated.

The Department, up to the present time, has been operating at this percentage, or relatively close to it. Considering the large authorization which was passed by the Senate on Wednesday, September 4, of this year, the amendment would insure that training costs would not increase merely because there was more money to be spent.

I have a list of obligations by activity, which shows that with respect to the \$140 million appropriated by the House for this program the training cost allow-

ance is about 33 percent. I would reduce the percentage to 30, because it seems to me that perhaps administrative expenses and other costs, while the program was getting underway, were somewhat higher than is necessary now.

I think the money should be made available to the trainees, rather than be used to build up a huge administrative staff which is perhaps not necessary.

I point out that this would not be a limitation of dollars, but would be a limitation of a percentage of the appropriations made.

I hope the Senator from Pennsylvania will accept the amendment.

Mr. President, I reserve the remainder of my time.

Mr. CLARK. Mr. President, I yield myself such time as I may require.

I regret that I must oppose the amendment. The amendment would to some extent put into a legislative straitjacket what ought to be the administrative discretion of the people who operate the program.

The Senator from Vermont has figures which appear to satisfy him that the administrative costs have been running about 33 percent. The figures the staff has made available to me indicate that these costs have been running as high as 40 percent. The Senator proposes to limit those costs to 30 percent.

I point out that it is a misnomer to call these costs administrative costs. We are paying some 40 percent of the money available to the local school districts to create and staff the courses necessary to do the retraining. This purpose of the program is not merely to pay training allowances to the people who are unemployed. In my opinion, that should be incidental. The purpose of the program is to finance, at the local school district level and through on-the-job training, an educational process for these people. To me it would be a grave mistake to put into the act definite cost percentages divided between training allowances and the necessary expenses for teachers' salaries, for the rent of classrooms, and for the buying of textbooks and tools with which training can be given. That is the purpose of the program.

I hope the Senate will not put the administrators into a legislative straitjacket. So far as the record shows, the administrators are doing a first-class job under the terms of the law, during the first year.

The committee will take a careful look at the program, as it has in the past. There will be a report from the Secretary month by month and year by year as to how the costs are divided.

I hope the Senate will exercise a bit of restraint as to writing legislative requirements into the act, and accordingly I ask for the defeat of the pending amendment.

Mr. PROUTY. Mr. President, I have seen the figures prepared by the staff or by someone downtown—I am not sure where they originate—which tend to justify the Senator's point of view. I have tried without success to determine how those figures were arrived at.

I have figures issued by the Department which indicate the obligations by

activity. The estimate for 1964 shows that the training costs will amount to 33 percent. With respect to the appropriation of \$140 million passed by the House a short time ago, the estimate indicates that the same figure will be applicable. The revised estimate for 1963 indicates that the costs for training will be 26 percent.

When we consider the \$110 million appropriation approved by the Senate, we find that the training costs were 66 percent of the actual allowance payments. That seems rather high. I believe that the figure of 30 percent is adequate. If I can be persuaded later that it is not, I shall be the first to suggest a higher figure.

In view of the facts I have, which I think have not been rebutted to any successful degree, the figure of 30 percent is accurate, realistic, and one which we should require.

Mr. MILLER. Mr. President, will the Senator yield for a question?

Mr. PROUTY. I yield.

Mr. MILLER. Do I correctly understand the Senator's position to be that up to now the Department has actually been operating within a 30-percent limitation?

Mr. PROUTY. About 33 percent.

Mr. MILLER. About 33 percent. So it would appear that the Senator's amendment would not curtail or impede the operations of the Department?

Mr. PROUTY. It is not intended to. I am sure it would not.

Mr. MILLER. Why should the Department need to have more flexibility, to go over 30 percent? The Department should be trying to cut down, rather than to increase, the costs.

Mr. PROUTY. As the program expands, they will find it quite possible, if they so desire, to reduce the administrative figure. That includes administration as well as equipment, instruction, and things of that nature. The 30 percent figure is a generous, fair and realistic one. I hope the Senate will see fit to go along with my proposal.

Mr. MILLER. Mr. President, I thank my colleague for his response. I am inclined to support the amendment, and there should be a yeas-and-nays vote on it, so I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. CLARK. Mr. President, I yield back my remaining time.

Mr. PROUTY. Mr. President, I yield back the remainder of my time.

The PRESIDING OFFICER. All time on the amendment has been yielded back.

The question is on agreeing to the amendment offered by the Senator from Vermont [Mr. PROUTY], on page 3, line 17. On this question the yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk called the roll.

Mr. HUMPHREY (after having voted in the negative). Mr. President, on this vote I have a pair with the distinguished Senator from Illinois [Mr. DIRKSEN]. If he were present and voting, he would vote "yea"; if I were at liberty to vote, I would vote "nay." Therefore, I withhold my vote.

Mr. HUMPHREY. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Indiana [Mr. BAYH], the Senator from North Dakota [Mr. BURDICK], the Senator from Connecticut [Mr. DODD], the Senator from Arkansas [Mr. FULBRIGHT], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr. LONG], the Senator from South Dakota [Mr. MCGOVERN], the Senator from Oregon [Mr. MORSE], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], the Senator from Texas [Mr. YARBOROUGH], and the Senator from New Hampshire [Mr. MCINTYRE] are absent on official business.

I also announce that the Senator from Michigan [Mr. McNAMARA] is absent because of illness.

I further announce that the Senator from California [Mr. ENGLE] is necessarily absent.

I further announce that, if present and voting, the Senator from North Dakota [Mr. BURDICK], the Senator from Indiana [Mr. BAYH], the Senator from Connecticut [Mr. DODD], the Senator from California [Mr. ENGLE], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr. LONG], the Senator from South Dakota [Mr. MCGOVERN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Michigan [Mr. McNAMARA], the Senator from Oregon [Mr. MORSE], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] would each vote "nay."

Mr. CARLSON. I announce that the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], the Senator from New Hampshire [Mr. COTTON], the Senator from Iowa [Mr. HICKENLOOPER], the Senator from California [Mr. KUCHEL], the Senator from New Mexico [Mr. MEHEM], the Senator from Kentucky [Mr. MORTON], the Senator from South Dakota [Mr. MUNDT], the Senator from Massachusetts [Mr. SALTONSTALL], the Senator from Pennsylvania [Mr. SCOTT], the Senator from Texas [Mr. TOWER], and the Senator from North Dakota [Mr. YOUNG] are necessarily absent.

The Senator from Illinois [Mr. DIRKSEN] is detained on official business and his pair has been previously announced.

If present and voting, the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], the Senator from Iowa [Mr. HICKENLOOPER], the Senator from Pennsylvania [Mr. SCOTT], and the Senator from Wyoming [Mr. SIMPSON] would each vote "yea."

On this vote, the Senator from Texas [Mr. TOWER] is paired with the Senator from California [Mr. KUCHEL]. If present and voting, the Senator from Texas would vote "yea," and the Senator from California would vote "nay."

The result was announced—yeas 18, nays 49, as follows:

[No. 152 Leg.]

YEAS—18

Alken	Dominick	Miller
Allott	Goldwater	Pearson
Beall	Hruska	Prouty
Byrd, Va.	Jordan, Idaho	Smith
Carlson	Lausche	Thurmond
Curtis	McClellan	Williams, Del.

NAYS—49

Bartlett	Hayden	Muskie
Bible	Hill	Nelson
Brewster	Holland	Pastore
Byrd, W. Va.	Inouye	Pell
Cannon	Javits	Proxmire
Case	Johnston	Randolph
Church	Jordan, N.C.	Ribicoff
Clark	Keating	Robertson
Cooper	Kennedy	Russell
Douglas	Long, Mo.	Smathers
Eastland	Magnuson	Stennis
Edmondson	Mansfield	Talmadge
Ellender	McCarthy	Walters
Ervin	McGee	Williams, N.J.
Fong	Metcalf	Young, Ohio
Gore	Monroney	
Hart	Moss	

NOT VOTING—33

Anderson	Hartke	Morton
Bayh	Hickenlooper	Mundt
Bennett	Humphrey	Neuberger
Boggs	Jackson	Saltonstall
Burdick	Kuchel	Scott
Cotton	Long, La.	Simpson
Dirksen	McGovern	Sparkman
Dodd	McIntyre	Symington
Engle	McNamara	Tower
Fulbright	Mechem	Yarborough
Gruening	Morse	Young, N. Dak.

So Mr. PROUTY's amendment was rejected.

VISIT TO THE SENATE BY MEMBERS OF THE BUNDESTAG OF THE FEDERAL REPUBLIC OF WEST GERMANY

Mr. CLARK. Mr. President, I yield 5 minutes to the Senator from Kansas.

Mr. CARLSON. Mr. President, I wish to take this opportunity to inform the Senate that we have as our guests on the floor of the Senate five members of the German Bundestag. They are Mr. Martin Heix, trade union secretary, Christian Democratic Union; Mr. Carl Reinhard, farmer, graduate of Agricultural University, Christian Democratic Union; Mr. Otto Striebeck, journalist, Social Democratic Party of Germany; Dr. Uwe-Jense Nissen, plant medical officer, Social Democratic Party of Germany; and Mr. Ludwig Hamm, lawyer, Free Democratic Party.

We are delighted to have them with us. I hope Senators will take this opportunity to extend their greetings and best wishes to our honored guests.

[Applause, Senators rising.]

The PRESIDING OFFICER. On behalf of the entire membership of the Senate, the Chair extends a hearty welcome to the distinguished visitors.

AMENDMENT OF THE MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

The Senate resumed the consideration of the bill (S. 1831) to amend the Manpower Development and Training Act of 1962.

The PRESIDING OFFICER (Mr. BREWSTER in the chair). The bill is open to further amendment.

Mr. PROUTY. Mr. President, I suggest the absence of a quorum, and ask

unanimous consent that the time be not charged to either side.

The PRESIDING OFFICER. Without objection, it is so ordered. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

The bill is open to further amendment.

Mr. PROUTY. Mr. President, I offer the amendment which I send to the desk.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 3, line 12, strike out "subsection" and insert in lieu thereof the word "subsections."

After line 17 on page 3, add the following new subsections:

(f) Not more than 20 per centum of the funds authorized to be appropriated for the purposes of carrying out title II of this Act shall be used for the training of and for training allowances paid to youths over 16 but under 22 years of age.

(g) Not more than 15 per centum of the funds authorized to be appropriated for the purposes of carrying out title II of this Act shall be used for the purposes of subsection (h) of section 202 thereof.

On page 2, line 8, beginning with "by" strike out all down to and including the comma on line 9 of page 2.

Section 203(c) of Public Law 87-415, is amended by striking out the words "but not more than 5 per centum of the estimated total training allowances paid annually under this section may be paid to such youths."

Mr. PROUTY. Mr. President, the amendment has two essential provisions. Each is discussed separately below.

First. The new subsection (f) provides that not more than 20 percent of all the funds authorized for the training projects under title II of the Manpower Development and Training Act can be used for the training of youths aged 16 to 22 years. Under present law there is a limitation of 5 percent of "training allowances" of \$20 per week for such youths. S. 1831 increases this percentage to 15 percent. Spokesmen for the Department have indicated a desire to gear this limitation to amounts authorized for the program, rather than to training allowances as the law presently requires. This seems a sensible change to be made in the law because of the disparity between training allowances for youths, \$20, and allowances for adults, \$35. This 20-percent limitation seems to conform with the relationship between adults and youths who need training.

Second. The new subsection (g) places a 15-percent limitation on the amounts of appropriated funds which can be used for the new literacy program, as contained in S. 1831. Testimony has indicated that there are roughly 300,000 "functional illiterates" who need this new program, whereas there are over 600,000 youths who need training. This

completely new literacy program would be able to serve its purpose very well under this limitation, and the limitation would assure that the youths and the adults for whom the program was originally designed, would not be deprived of funds necessary for their programs already underway.

The amendment has been offered after discussions with members of the Department. They have not seen this particular amendment, but I believe they approve of it in principle.

Mr. CLARK. Mr. President, I yield myself 1 minute. I hope the amendment will be defeated. It is another attempt like the one which was defeated a few minutes ago, to apply legislative restrictions which would unduly hamper the Administrator in his conduct of the program.

No effective basis was laid in the hearings of the subcommittee by administration witnesses which would enable us to apply a definite percentage figure to this broad program. To do so at this time, without full consideration, would be an unwise step to take. I hope the amendment will be rejected.

I reserve the remainder of my time.

Mr. PROUTY. Later, in another amendment which I shall offer, in which there is a 20-percent restriction, I shall show that under this proposal at least 100,000 youths could be trained; and that 42,000 could be trained for fiscal 1964, with a 15-percent restriction on the literacy program. So we are not hampering the program in any way.

Under this amendment, not a single nickel need be spent for literacy or youth or adult training. It could be used for any of the three programs.

We are now adding \$200 million to the authorization of \$322 million which was approved last Wednesday. That money will go into the same pot. It could be used for whatever purpose the administrator decided was desirable and necessary. This is not a restrictive amendment; it merely places a ceiling on the amount that can be expended for the literacy program and the youth program. It seems to me it is a valid and reasonable proposal.

Mr. President, I yield back the remainder of my time.

The PRESIDING OFFICER. The question is on agreeing to the amendment offered by the Senator from Vermont.

The amendment was rejected.

The PRESIDING OFFICER. The bill is open to further amendment.

Mr. PROUTY. Mr. President, I have another amendment to offer.

Mr. KEATING. Mr. President, I suggest the absence of a quorum.

Mr. CLARK. Mr. President, I shall have to ask the Senator to charge the time for the quorum call to the time of the opponents.

Mr. KEATING. That is satisfactory. I so request.

The PRESIDING OFFICER. The clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. PROUTY. Mr. President, I ask unanimous consent that the order for the quorum call be rescinded.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. PROUTY. Mr. President, I offer the amendment which I send to the desk.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 3, after line 17, it is proposed to add the following new subsection:

(i) Notwithstanding any other provisions of this Act not more than 25 per centum of the funds authorized for the training of youths between the ages of sixteen and twenty-two years shall be used for the training of high school graduates.

Mr. PROUTY. Mr. President, the amendment limits the amount of funds to be authorized for the training of youths who are high school graduates. The amendment limits to 25 percent of all funds available for youths the amounts for high school graduates. The Department of Labor and others have indicated concern that too large a percentage of funds for youths were being used for high school graduates, thus reducing too sharply the funds available to train those disadvantaged by the lack of a high school diploma.

In his testimony before the subcommittee, Secretary of Labor Wirtz said—and I think it is quite significant:

Two-thirds of all the unemployed people in this country today did not finish high school. But two-thirds of the trainees under this year's administration of the Manpower Development and Training Act, over two-thirds did finish high school.

Now, what that means is that because of the circumstances of the situation under the present law, we ought to be beaming this program more at those who did not have the advantage of a high school education, but as things worked out, it is beamed much more toward those who did have the advantage of a high school education.

Mr. President, the comments of the Secretary of Labor indicate that as the act has been administered up until now, the persons who need the program the least are the ones who are receiving the benefits. The average boy or girl who graduates from high school has an opportunity, through various programs, to fit himself for a productive adult life. But the training program was primarily intended to help persons who did not have educational advantages, who are high school dropouts, or who are illiterates.

I believe that some restriction of this nature is highly necessary and desirable at this time. A great many high school graduates would still be eligible under the proposal I am offering now.

I reserve the remainder of my time.

Mr. CLARK. Mr. President, I yield myself 2 minutes.

The amendment is another effort to write unnecessary legislative restrictions into an act under which greater flexibility should be left to the administrator. We have a situation in which perhaps a majority of young persons between the ages of 18 and 22 who would want to train under this act are high school graduates. We do not have yet

a sufficient statistical basis to determine what that percentage would be. But to write a 25-percent limitation into the act would make it more difficult to administer the act successfully. It would not reduce the cost. It could do no good, and it might conceivably do a perceptible amount of harm. Accordingly, I hope the amendment will be rejected.

Mr. PROUTY. Mr. President, I reiterate what the Secretary of Labor said; that is, that the program as it has been administered up to now is primarily of value to high school graduates; it does not reach down to high school dropouts and illiterates, for whom the program was originally designed and promoted.

The restriction I propose is not at all unrealistic. It is worthwhile, and would enable the administrator to perform far better work and for the benefit of persons who most need the assistance.

I yield back the remainder of my time.

Mr. CLARK. I yield back the remainder of my time.

The PRESIDING OFFICER. All time on the amendment has been yielded back. The question is on agreeing to the amendment of the Senator from Vermont.

The amendment was rejected.

Mr. PROUTY. Mr. President, I offer the amendment which I send to the desk and ask to have stated.

The PRESIDING OFFICER. The amendment will be stated.

The LEGISLATIVE CLERK. On page 3, beginning with "In" on line 13, it is proposed to strike out all down to and including the period on line 17, and insert in lieu thereof the following:

In addition to the amounts authorized by subsection (b), there are hereby authorized to be appropriated \$60,000,000 for the fiscal year ending June 30, 1964.

Mr. PROUTY. Mr. President, on this amendment, I ask for the yeas and nays. The yeas and nays were ordered.

Mr. PROUTY. Mr. President, as I said on the floor of the Senate on Wednesday, the Senate should consider all programs related to the one being considered today; that is, programs involving vocational and educational programs of one kind or another.

I should like to read into the RECORD—and I feel certain I have missed some items—the amount of money which has been either appropriated or authorized or for which requests for authorization have been made in the field of education, manpower retraining, and development.

The Senate has already appropriated \$110 million for the manpower development and training program for fiscal 1964. The bill before the Senate, S. 1831, authorizes \$100 million for fiscal 1964.

S. 1761, which the Senate passed on Wednesday of this week, authorizes \$322 million for fiscal 1965.

S. 1831, the bill the Senate is now considering, authorizes \$100 million for fiscal 1965.

That is a total of \$632 million under the Manpower Development and Training Act for fiscal 1964 and fiscal 1965.

In addition to this amount, \$100 million has been appropriated by the Senate for the Youth Employment Act. The vocational education bill, which is before

the Senate at the present time, will appropriate for this year \$108 million, and for fiscal 1965, \$153 million.

Under the Area Redevelopment Act, there is a program involving \$4,500,000 for retraining and vocational education.

There is also an additional appropriation or authorization for \$15 million for the vocational education; another authorization of \$50 million for vocational education.

These items total \$1,072,500,000 for the next 2 fiscal years.

Perhaps I should say that I have added \$30 million to that figure, to conform with the House appropriations for the Manpower Development and Training Act.

Mr. LAUSCHE. Mr. President, will the Senator from Vermont yield?

Mr. PROUTY. I yield.

Mr. LAUSCHE. Do I correctly understand that in the next 2 years the Government will be spending \$1,072 million under what is known as the Manpower Development and Training Act?

Mr. PROUTY. No; it is \$632 million under the Manpower Development and Training Act. I say it will be spent; that is not completely accurate. That will depend on the amount appropriated. These are amounts which have been authorized or for which authorization is now being sought.

Mr. LAUSCHE. It will be \$632 million under the Manpower Development and Training Act?

Mr. PROUTY. That is correct.

Mr. LAUSCHE. In addition, \$440 million could potentially be spent under other authorizations?

Mr. PROUTY. That is correct.

Mr. LAUSCHE. So the total amount, from all sources, for retraining would be \$1,072 million in the next 2 years?

Mr. ROBERTSON. Mr. President, will the Senator from Vermont yield?

Mr. PROUTY. I am glad to yield.

Mr. ROBERTSON. Mr. President, I think this is a good amendment, and I intend to vote for it—although like other amendments already offered by the distinguished Senator from Vermont, I assume it will be defeated.

I understand that a yea-and-nay vote has been ordered on the question of agreeing to this amendment, but not on the question of the passage of the bill. Therefore, at this time I wish to go on record as being opposed to passage of the bill.

Mr. PROUTY. Mr. President, I do not wish to impose on the time of Senators who already have general knowledge of the outcome of the vote on this amendment.

The information I have, based on this \$632 million figure, is that during the fiscal year 1964, 204,000 individuals can come under 1 of the 3 programs envisaged by the Manpower Development and Training Act as the bill proposes to amend it and during the fiscal year 1965, 385,000 will be eligible. That total can be broken down in different ways, but that is the maximum number of those who can be included under the program and under the funds which have been either appropriated or authorized, or for which authorization is sought.

It seems to me it is humanly impossible for the Department to administer a program of this magnitude, inasmuch as it is just barely getting off the ground at the present time. If double the money could be profitably used for this manpower development and training program, I would be willing and happy to vote for it; but all this money is unnecessary. We authorized \$322 million last Wednesday. Two days later we are asked to authorize an additional \$200 million, which would make a total of \$522 million.

None of that money needs to be spent for an illiteracy program. None of it needs to be spent for a youth program. None of it needs to be spent for an adult program. There is no need to spend it for all or for one or two of these programs. So what is proposed today is simply that we add a \$200 million authorization to the \$322 million authorization we approved last Wednesday. I believe there is no justification for doing this.

I believe my record shows that I am and have been a friend of legislation of this type. I believe we are faced with very serious problems affecting our young people, and our unemployed; and I want to do everything humanly possible to help them. But simply to authorize and, later, to appropriate money is not enough. The program must be administered in an effective way. I believe Senators have approached this problem on the basis of faith, hope, and charity. All these are admirable virtues; but we must apply a little analytical judgment, as well.

I am not opposed to the program, but I object very strenuously to authorizing or appropriating about twice as much money as can possibly be spent.

Mr. President, that is about all I have to say. I favor the program; but I am opposed to throwing money away or appropriating more than can possibly be used in an effective manner. In my opinion, the issue before us is as simple as that.

Mr. President, I reserve the balance of the time under my control.

Mr. CLARK. Mr. President, I yield myself 5 minutes.

The PRESIDING OFFICER. The Senator from Pennsylvania is recognized for 5 minutes.

Mr. CLARK. Mr. President, if this amendment is agreed to, the number of individuals who can be trained under this program and under the new program provided for in Senate bill 1831 will be cut from 100,000 to 60,000. In other words, if the amendment is adopted, 40,000 of those who now have no employable skills will continue to be unemployed.

The cost of the program is running about \$1,000 a trainee. The Senator from Vermont proposes to cut \$40 million from the program. Relatively few Americans are functional illiterates; most Americans can do elementary mathematics in their heads. So it is clear that if the authorization is reduced from \$100,000 to \$60,000, 40,000 people will be deprived of the benefits of the

program. The issue before us is that simple.

Mr. President, I hope the amendment will be defeated.

I yield back the remainder of my time. Mr. PROUTY. Mr. President, it should be pointed out that last Wednesday we added \$161 million to the program authorization, thus increasing it to \$322 million. Now it is proposed that we add \$200 million to all that. Certainly the two should have been combined, so that at that time Senators could have known the total which would confront them.

The pending amendment would strike out of the proposed authorization \$140 million which is absolutely unnecessary.

The remaining \$60 million authorization would be somewhat larger than I think necessary; but I am willing to have that amount authorized, in order to make my amendment more palatable to Senators who otherwise might oppose it.

Mr. President, I yield back the remainder of my time.

The PRESIDING OFFICER. All remaining time on the amendment of the Senator from Vermont has been yielded back.

The question is on agreeing to the amendment of the Senator from Vermont. On this question, the yeas and nays have been ordered; and the clerk will call the roll.

The legislative clerk called the roll.

Mr. MANSFIELD (after having voted in the negative). On this vote I have voted "nay." I have a pair with the Senator from Illinois [Mr. DIRKSEN]. If he were present and voting, he would vote "yea." If I were at liberty to vote, I would vote "nay." I therefore withdraw my vote.

Mr. HUMPHREY. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Indiana [Mr. BAYH], the Senator from North Dakota [Mr. BURDICK], the Senator from Connecticut [Mr. DODD], the Senator from Illinois [Mr. DOUGLAS], the Senator from Arkansas [Mr. FULBRIGHT], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr. LONG], the Senator from South Dakota [Mr. McGOVERN], the Senator from New Hampshire [Mr. McINTYRE], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from Michigan [Mr. McNAMARA] is absent because of illness.

I further announce that the Senator from California [Mr. ENGLE] is necessarily absent.

I further announce that, if present and voting, the Senator from Indiana [Mr. BAYH], the Senator from North Dakota [Mr. BURDICK], the Senator from Connecticut [Mr. DODD], the Senator from Illinois [Mr. DOUGLAS], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr.

LONG], the Senator from California [Mr. ENGLE], the Senator from Michigan [Mr. McNAMARA], the Senator from South Dakota [Mr. McGOVERN], the Senator from New Hampshire [Mr. McINTYRE], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] would each vote "nay."

Mr. CARLSON. I announce that the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], the Senator from New Hampshire [Mr. COTTON], the Senator from Iowa [Mr. HICKENLOOPER], the Senator from California [Mr. KUCHEL], the Senator from New Mexico [Mr. MECHEM], the Senator from Kentucky [Mr. MORTON], the Senator from South Dakota [Mr. MUNDT], the Senator from Massachusetts [Mr. SALTONSTALL], the Senator from Pennsylvania [Mr. SCOTT], the Senator from Texas [Mr. TOWER], and the Senator from North Dakota [Mr. YOUNG] are necessarily absent.

The Senator from Illinois [Mr. DIRKSEN] is detained on official business and his pair has been previously announced. If present and voting, the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], and the Senator from Iowa [Mr. HICKENLOOPER] would each vote "yea."

On this vote, the Senator from Texas [Mr. TOWER] is paired with the Senator from California [Mr. KUCHEL]. If present and voting, the Senator from Texas would vote "yea," and the Senator from California would vote "nay."

On this vote, the Senator from Wyoming [Mr. SIMPSON] is paired with the Senator from Pennsylvania [Mr. SCOTT]. If present and voting, the Senator from Wyoming would vote "yea," and the Senator from Pennsylvania would vote "nay."

The result was announced—yeas 29, nays 38, as follows:

[No. 153 Leg.]

YEAS—29

Aiken	Goldwater	Pearson
Allott	Hill	Prouty
Beall	Holland	Robertson
Byrd, Va.	Hruska	Russell
Carlson	Johnston	Smith
Cooper	Jordan, N.C.	Stennis
Curtis	Jordan, Idaho	Talmadge
Dominick	Lausche	Thurmond
Eastland	McClellan	Williams, Del.
Ellender	Miller	

NAYS—38

Bartlett	Hayden	Moss
Bible	Humphrey	Muskie
Brewster	Inouye	Nelson
Byrd, W. Va.	Javits	Pastore
Cannon	Keating	Pell
Case	Kennedy	Proxmire
Church	Long, Mo.	Randolph
Clark	Magnuson	Ribicoff
Edmondson	McCarthy	Smathers
Ervin	McGee	Walters
Fong	Metcalf	Williams, N.J.
Gore	Monroney	Young, Ohio
Hart	Morse	

NOT VOTING—33

Anderson	Gruening	Morton
Bayh	Hartke	Mundt
Bennett	Hickenlooper	Neuberger
Boggs	Jackson	Saltonstall
Burdick	Kuchel	Scott
Cotton	Long, La.	Simpson
Dirksen	Mansfield	Sparkman
Dodd	McGovern	Symington
Douglas	McIntyre	Tower
Engle	McNamara	Yarborough
Fulbright	Mechem	Young, N. Dak.

So Mr. PROUTY's amendment was rejected.

Mr. MANSFIELD. Mr. President, I move to reconsider the vote by which the amendment was rejected.

Mr. CLARK. Mr. President, I move to lay that motion on the table.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from Pennsylvania.

The motion was agreed to.

Mr. MILLER. Mr. President, I offer an amendment, which is at the desk, and ask that it be stated.

The PRESIDING OFFICER. The amendment of the Senator from Iowa will be stated.

The LEGISLATIVE CLERK. On page 2, line 19, it is proposed to strike out the word "and."

On page 2, line 22, it is proposed to strike all after the word "failed" and insert in lieu thereof the following: "and that such failure to attend school classes was due to the economic circumstances of the family or household of which the individual was a member, which required the individual to seek employment or training for employment."

The PRESIDING OFFICER. The question is on agreeing to the amendment of the Senator from Iowa.

Mr. MILLER. Mr. President, the amendment is designed to spike the objection to the bill that the bill would be calculated in its results to encourage dropouts of our youngsters from school. The amendment would not be necessary were it not for the fact that the bill would lower the age for eligibility.

Inasmuch as the age limit is to be lowered, I think all of us should make it very clear that it is our intention to encourage people to stay in school, and that we do not wish to do anything to encourage people to drop out of school.

The bill will have a tendency in that direction, as a result of the adoption of the amendment offered by the Senator from Vermont [Mr. PROUTY] to change the period of time involved from 3 months to 6 months, so that no one could become eligible unless he had been out of school for more than 6 months.

I am not sure that all of this will be necessary, because we can readily understand how a student might decide to drop out for 6 months and sit it out to become eligible for 52 weeks of training allowances. We would not want that to happen.

The bill provides that notwithstanding the 6 months of absence from classes all appropriate procedures, including guidance and counseling by appropriate local authorities, must be gone through, but I suggest that all of these appropriate procedures of guidance and counseling by appropriate local authorities will be an exercise in futility if the individual concerned has already made up his mind that what he is going to do is sit it out for 6 months and then become eligible for 52 weeks of the training allowances.

The amendment proposes to add a further criterion. That criterion would be that the failure to attend the class for 6 months was due to economic circumstances of the family or household of

which the individual is a member, which economic circumstances required the individual to seek employment or to seek training for employment.

This is directly in line with what the Senator from Pennsylvania [Mr. CLARK] earlier stated when I asked him about the problem of school dropouts. The Senator raised the point, which was a valid point, that a student might be required to drop out of school in order to help earn bread for the family. This is a valid point. The student might drop out of school because it was necessary for him to obtain training for employment to help in the economic situation of the family. If an individual came from a broken home and was in a household, it might be necessary for him to help earn some bread for the household.

The amendment would do nothing more than gear the bill with that point made by the Senator from Pennsylvania in mind. It would provide another safeguard calculated to prevent the bill from encouraging dropouts, one of our greatest tragedies.

Mr. COOPER. Mr. President, will the Senator yield?

Mr. MILLER. I am happy to yield to the Senator from Kentucky.

Mr. COOPER. Mr. President, I join the Senator from Iowa in this amendment. I think the Senator has explained it thoroughly. I wish to make only a few comments.

I agree wholeheartedly with the purpose of this amendment to the Manpower Development and Training Act, because the purpose is to include young people between the ages of 16 and 19 among those who can be trained. Not only would they be included for basic skills, but also they would be included for functional literacy training, to give them at least the simplest fundamentals of reading, writing, and arithmetic skills to enable them to take basic training in school.

When we read that 500,000 or 600,000 young people were unemployed in the past year, we realize that the situation is sad. It is an indictment of our educational system throughout this country, that it does not provide to thousands and thousands of young people functional literacy, or even the basic requirements for earning a living for themselves and for their families.

It has been developed in the debate that the program should not induce young people to leave school when they are able to stay in school. The amendment which has been agreed to, to provide that there must be a failure to attend a school for 6 months will act against such an objective.

As the Senator from Iowa has explained, our amendment would provide another safeguard against dropouts. It would make money available to those boys and girls who need it most.

It is evident that the authorization in the bill, to be followed by appropriations, will not provide sufficient funds to train all the young people between 16 and 19 years of age who need training in basic skills or who need training in fundamental literacy requirements. The amendment, if adopted, would make whatever amounts of money are appro-

priated available to young men and women whose families are not able to keep them in school, and it would make this money available to them when the circumstances of the family made it necessary for boys and girls over 16 years of age to leave school to work or to be trained in order to go to work.

The provision we have offered touches a problem which has not been debated. The effect would be to provide the money which is made available to those boys and girls whose families are not able to keep them in school, when the circumstances demand that they work to help support the family as well as to support themselves.

If a family has funds to keep children in school, it is the duty of the family to use every bit of persuasion and effort it can to keep a boy or girl in school. If a family needs funds for its own sustenance, the boy or girl would have to go to work—and many of them do—to help provide for the family needs.

The effect of the amendment would be to direct whatever funds are appropriated to boys and girls between the ages of 16 and 19 whose families are not able to keep them in school and whose families need their help. I submit, upon that ground, that it is an amendment which should be adopted. If the money is not directed to those who need it, who by reason of the circumstances of their families have not been able to secure the schooling necessary to train them, I do not know to whom it should be directed.

That would be the effect of the amendment.

Mr. CLARK. Mr. President, I yield 5 minutes to the Senator from West Virginia [Mr. RANDOLPH].

The PRESIDING OFFICER. The Senator from West Virginia [Mr. RANDOLPH] is recognized for 5 minutes.

Mr. RANDOLPH. Mr. President, the amendment offered by our two capable colleagues, the Senator from Iowa [Mr. MILLER] and the Senator from Kentucky [Mr. COOPER], in my opinion provides for new procedures which would add a further layer of bureaucracy to the administration of the present training program.

I ask for the attention of the sponsors of the amendment, because I should like to stress the point that the amendment overlooks the fact that those who drop out, at the ages of 16 through 18, have in many instances left school for other than what might be clearly characterized as economic reasons.

I point to the language which I think, frankly, is ill defined: "Economic circumstances of the family or household."

I warn Senators that this could well mean that the Secretary of Labor, through representatives of that Department, would investigate bank accounts. This is possible, and I think is a practical possibility. The debts of the parent or parents of the household could be gone into, because if the economic circumstances are to be determined, an investigation must be made. Very frankly, one would have to investigate family by family, and household by household, to ascertain whether the youngster dropped out of school for any

reason which could be described as an economic circumstance.

Mr. MILLER. Mr. President, will the Senator yield?

Mr. RANDOLPH. I yield.

Mr. MILLER. I can understand the Senator's concern about this question; but would not that investigation have already been made by the local authorities? It seems to me almost inconceivable that a family in circumstances justifying the dropout would not have been on the local relief rolls, which would have already required an investigation. So the Senator's concern, while recognizable, is perhaps a little unfounded, because the investigation would already have been made. I find it inconceivable to suppose that the Secretary would not go to the local authorities for this information.

Mr. RANDOLPH. The investigation required by the amendment as offered is in no sense required by the bill as reported. The factual determination presently contemplated by the bill does not go to the point of the economic circumstances of the family.

Mr. MILLER. May I ask the Senator from West Virginia if the financial circumstances of the family are not the very ones which cause the local authorities to provide for A, B, or C, or for other types of assistance, to the family?

Mr. RANDOLPH. I will read the language of the bill. I think it is important to check it, because, as I have indicated, it provides:

That no training allowance shall be paid to any individual who is under 19 years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has failed to attend school classes for a period of not less than 3 months—

It was amended to 6 months—

during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed.

The bill does not refer to the economic circumstances of the youngster's family.

Mr. MILLER. Not so far as the Senator has read; but my point is, if the Senator will read further, and add our amendment to what he has read, that it involves the economic circumstances, which is the point of his argument—

Mr. RANDOLPH. I interrupt the Senator to say that that is what I am opposed to, and that is what the committee is opposed to. The Senator has said that this investigation already has been concluded.

Mr. MILLER. I am suggesting to the Senator from West Virginia that his fear of a great mass of administrative detail that is going to have to be gone into by the Secretary in order to meet the requirement provided by our amendment is probably overstated. I believe that in a great many cases the determination of the economic circumstances of a family would already have been gone into by the local authorities, and all the Secretary's field agents would have to do would be to contact the local agents and ascertain whether or not a family was in a bad economic situation. I do not think it

would require too much of an investigation.

Mr. COOPER. Mr. President, will the Senator yield?

Mr. RANDOLPH. Before I yield, let me say that I disagree with the Senator from Iowa. I understand his position, but it would be a different type of investigation, and that is why we are against it. We think that type of investigation is not a practical one.

I now yield to the Senator from Kentucky.

Mr. COOPER. I must say that the Senator from West Virginia overemphasizes the kind of investigation which would have to be conducted.

The PRESIDING OFFICER. The 5 minutes yielded to the Senator have expired.

Mr. CLARK. Mr. President, I yield the Senator 2 more minutes.

Mr. COOPER. The language which was reported by the committee states, "the Secretary shall have satisfied himself." So that language would apply also to the amendment which we have offered, namely, that the Secretary shall have satisfied himself about the conditions provided. He would have to satisfy himself that the individual had failed to attend school classes for a period of 6 months, and that all kinds of procedures had been used to induce or encourage him to stay in school.

What we have offered is much more simple. The Secretary would merely determine from local information whether a boy or girl came from a family whose financial circumstances were such that they had no funds and that this training was needed to help him or her secure functional literacy or training for a job.

The fact that such boys and girls do not have these basic skills, or that they have not been able to secure the most fundamental educational requirements for finding jobs, would indicate in most cases that they came from families which, for various reasons, were not able to keep them in school or help them continue their education.

There is not enough money to train every boy and girl who is not employed. Certainly not enough money is provided in this bill for that purpose. I make the point that, on the basis of the money available, if we are to train persons for employment and if we are to try to give them some qualifications, this money certainly ought to go to individuals from families who themselves are unable to provide educational and training opportunities.

The PRESIDING OFFICER. The time of the Senator has again expired.

Mr. COOPER. I yield myself 1 minute.

If these individuals come from families who have the money to keep them in school or provide for their training, why should they not do it? Why should the Government do it? This amendment directs the aid to the boy or girl coming from the type of family with which the Senator from West Virginia and I are familiar, a family which cannot provide such opportunity.

Mr. RANDOLPH. Mr. President, I yield myself 1 minute.

The PRESIDING OFFICER. The Senator from West Virginia.

Mr. RANDOLPH. I conclude by saying that I understand the concern of the sponsors of the amendment. I repeat to them that in reality they would adopt the concept of the pauper's oath and would apply it to the youth training program proposed by the bill. That is absolutely what would have to be done, because Senators are asking, in effect, for a profit-and-loss sheet within a family or household. There are many reasons why a boy will drop from school. They can and often do involve a complication of causes other than economic circumstances. These young men and women should nonetheless remain eligible for the training program, including the allowances.

The thought expressed by the Senator from Kentucky is understandable, but I cannot agree with the conclusion.

I yield back the remainder of my time.

Mr. CLARK. Mr. President, I yield back the remainder of my time, if the Senators offering the amendment will do so.

Mr. MILLER. I yield myself 2 minutes.

Mr. CLARK. I withhold the request to yield back my time.

Mr. MILLER. Mr. President, I am really sorry the Senator from West Virginia has thrown out the old bugaboo about the pauper's oath. There is nothing further from the minds of the Senator from Kentucky or the Senator from Iowa than a pauper's oath procedure. However, if the Secretary saw fit to require a pauper's oath, which I do not think he would, he would be entitled to do so under the authority of the bill. But I find it difficult to believe that the Secretary would do so. I do not think it is the intent of any Senator to require a pauper's oath in order to meet the test of whether or not the economic circumstances of the family or household from which one of the dropouts came were such as to require him to drop out of school to seek employment or training for employment.

I suggest further that the local authorities would be pretty well able to advise the field agent or the secretary whether a family was in bad economic straits, so that the Secretary could be satisfied on this limitation.

The amendment is not a difficult one to enforce. It is pretty broad when we say that the Secretary must be satisfied on this point. The degree of satisfaction does not have to be one entailing minute examination of a balance sheet. I believe the local authorities would be in a pretty good position to lend assistance in this respect. I believe that they would see to it that families which could afford to keep their boy or girl in school would not be the recipients of Federal largesse. I hope the amendment will be adopted. I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. CLARK. Mr. President, I yield myself 30 seconds.

There is no doubt in my mind that the Senator from West Virginia is entirely correct. If the amendment is adopted we shall have a brand new bu-

reaucracy engaged in investigating the finances of every family that wishes to take advantage of the training program under the bill. It will involve a balance sheet and a profit and loss statement, and the equivalent of a Dun & Bradstreet investigation. In the end we shall practically require a young man to take a pauper's oath.

Mr. HUMPHREY. Mr. President, I will take only 1 minute. This matter is not necessarily related to economic circumstances. What is the purpose of the training? It is not merely related to poverty. The purpose is to equip people to make a useful contribution to production. Many school dropouts are totally unacquainted with the industrial processes, the manufacturing processes, or the trade processes of the American economy. The purpose of the program is not merely related to poverty but, rather, to the upgrading of the skills of American workers. It would be a very foolish thing to subject them to this kind of limitation. I am sure the matter of economic circumstances will be a factor, and it should be, but it should not be the only factor. I hope the Senate will reject the amendment.

Mr. MILLER. Mr. President, will the Senator yield for a question?

Mr. HUMPHREY. I yield.

Mr. MILLER. Let us suppose that there is only so much money to go around. Would it not be better to see to it that the money went to the families which have an economic need for this program? We do not have enough money for everyone. As the Senator from Kentucky has pointed out, the objective of the amendment is to see to it that the money goes to households which need this assistance. If we had all the money in the world and did not have to worry about these things, that would be one thing. However, we are limited with respect to the amount of money that can be used. I suggest that that is the reason for narrowing down the coverage to those who need the assistance.

Mr. HUMPHREY. I am confident that the question of economic need is a factor, and that it will be taken into consideration by the local authorities. I do not believe that the Secretary of Labor should make that judgment. I would prefer to provide a broader jurisdiction, or give more leeway at the local level, than to have this restrictive language added. I do not deny that the economic factor is important and should be taken into consideration.

Mr. MILLER. But there is nothing in the bill that deals with it.

Mr. HUMPHREY. The debate says something about it, and the original act contains something about it. Everyone knows that something ought to be done about it.

Mr. CLARK. I yield back the remainder of my time.

The PRESIDING OFFICER. All time has expired. The question is on agreeing to the amendment offered by the Senator from Iowa [Mr. MILLER] and the Senator from Kentucky [Mr. COOPER]. The yeas and nays have been ordered, and the clerk will call the roll.

The legislative clerk proceeded to call the roll.

Mr. MANSFIELD (when his name was called). Mr. President, on this vote I have a pair with the distinguished minority leader, the Senator from Illinois [Mr. DIRKSEN]. If he were present and voting, he would vote "yea." If I were at liberty to vote, I would vote "nay." I therefore withhold my vote.

The rollcall was concluded.

Mr. HUMPHREY (after having voted in the negative). Mr. President, on this vote I have a pair with the junior Senator from Arizona [Mr. GOLDWATER]. If he were present and voting, he would vote "yea." If I were at liberty to vote, I would vote "nay." I withhold my vote.

Mr. HUMPHREY. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Indiana [Mr. BAYH], the Senator from North Dakota [Mr. BURDICK], the Senator from Connecticut [Mr. DODD], the Senator from Illinois [Mr. DOUGLAS], the Senator from Arkansas [Mr. FULBRIGHT], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr. LONG], the Senator from South Dakota [Mr. MCGOVERN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from Michigan [Mr. McNAMARA] is absent because of illness.

I further announce that the Senator from California [Mr. ENGLE] is necessarily absent.

I further announce that, if present and voting, the Senator from Indiana [Mr. BAYH], the Senator from North Dakota [Mr. BURDICK], the Senator from Connecticut [Mr. DODD], the Senator from Illinois [Mr. DOUGLAS], the Senator from California [Mr. ENGLE], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr. LONG], the Senator from South Dakota [Mr. MCGOVERN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Michigan [Mr. McNAMARA], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] would each vote "nay."

Mr. CARLSON. I announce that the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], the Senator from New Hampshire [Mr. COTTON], the Senator from Iowa [Mr. HICKENLOOPER], the Senator from California [Mr. KUCHEL], the Senator from New Mexico [Mr. MECHEM], the Senator from Kentucky [Mr. MORTON], the Senator from South Dakota [Mr. MUNDT], the Senator from Massachusetts [Mr. SALTONSTALL], the Senator from Pennsylvania [Mr. SCOTT], the Senator from Texas [Mr. TOWER], and the Senator from North Dakota [Mr. YOUNG] are necessarily absent.

The Senator from Illinois [Mr. DIRKSEN] and the Senator from Arizona [Mr. GOLDWATER] are detained on official business and their respective pairs have been previously announced. If present and voting, the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], the Senator from Iowa [Mr. HICKENLOOPER], and the Senator from Wyoming [Mr. SIMPSON] would each vote "yea."

On this vote, the Senator from Texas [Mr. TOWER] is paired with the Senator from California [Mr. KUCHEL]. If present and voting, the Senator from Texas would vote "yea," and the Senator from California would vote "nay."

The result was announced—yeas 17, nays 49, as follows:

[No. 154 Leg.]

YEAS—17

Aiken	Dominick	Prouty
Allott	Hruska	Russell
Cannon	Jordan, Idaho	Scott
Carlson	Keating	Smith
Cooper	Miller	Williams, Del.
Curtis	Pearson	

NAYS—49

Bartlett	Hill	Muskie
Beall	Holland	Nelson
Bible	Inouye	Pastore
Brewster	Javits	Pell
Byrd, Va.	Johnston	Proxmire
Byrd, W. Va.	Jordan, N.C.	Randolph
Case	Kennedy	Ribicoff
Church	Lausche	Robertson
Clark	Long, Mo.	Smathers
Eastland	Magnuson	Stennis
Edmondson	McCarthy	Talmadge
Ellender	McClellan	Thurmond
Ervin	McGee	Walters
Fong	Metcalf	Williams, N.J.
Gore	Monroney	Young, Ohio
Hart	Morse	
Hayden	Moss	

NOT VOTING—34

Anderson	Gruening	Morton
Bayh	Hartke	Mundt
Bennett	Hickenlooper	Neuberger
Boggs	Humphrey	Saltonstall
Burdick	Jackson	Simpson
Cotton	Kuchel	Sparkman
Dirksen	Long, La.	Symington
Dodd	Mansfield	Tower
Douglas	McGovern	Yarborough
Engle	McIntyre	Young, N. Dak.
Fulbright	McNamara	
Goldwater	Mechem	

So the amendment of Mr. MILLER and Mr. COOPER was rejected.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, and was read the third time.

Mr. HUMPHREY. Mr. President, will the Senator from Pennsylvania yield 30 seconds to me?

Mr. CLARK. Mr. President, I yield 30 seconds to the distinguished Senator from Minnesota for a nongermane statement.

Mr. HUMPHREY. Mr. President, it will be a very germane statement. I ask unanimous consent that at the final printing of the bill, following what I hope will be its passage, the name of the junior Senator from Indiana [Mr. BAYH] be included as a cosponsor. Inadvertently, his name was omitted.

The PRESIDING OFFICER. Without objection, it is so ordered.

Mr. CLARK. Mr. President, I am

prepared to yield back the remainder of my time.

Mr. JAVITS. Mr. President, the Senator from Ohio desired to have a few minutes yielded to him. I will yield time to him. Does the Senator desire 5 minutes?

Mr. LAUSCHE. Not more; perhaps less.

Mr. JAVITS. I yield 5 minutes to the Senator from Ohio.

Mr. LAUSCHE. Mr. President, as this session of Congress moved forward, I had hoped that it would finally be possible for me, because of thrift, to be able to vote for a tax cut. It is obvious that there is no reason to reduce expenditures for the purpose of neutralizing the losses that will come from the passage of a tax cut bill. Old subsidies are being increased, and new ones are being established. New functions are being created by the Federal Government, usurping a field that historically and traditionally has been occupied by the State governments.

Government has entered into functions which never before have been performed by government, but always by private enterprise—functions such as area redevelopment, domestic peace corps, extravagant urban redevelopment, mass transportation at a cost of not less than \$6 billion but probably closer to \$10 billion, new subsidies for the building of fishing vessels, and supplemental public works, duplicating what we had in the 1930's. Also, on-the-job training for adults and on-the-job training for juveniles.

The program now proposed would have these young people told, "Drop out of school and forget your studies, and we will pay you and train you after you have done that."

Mr. President, 35 percent of the national income is now being spent for the maintenance of Federal, State, and local government. Since 1961, the national debt has been increased from \$286 to \$305 billion. Increasingly there is being vested in the Federal Government power which makes it possible for those in authority to bend the backs and twist the thinking of American businessmen and frequently induce immorality among those doing business—all because of the power of the omnipotent Central Government. Every day the power of the Federal Government is—by means of the action of Congress—being expanded.

On the basis of the evidence of what is happening, I cannot vote for this bill or any other bill which disregards the necessity of fiscal responsibility. More and more I am becoming convinced that the old adage or principle, "Do the essential things, and provide by taxes the funds to finance them," has been abandoned. In the 1930's there was substituted the philosophy "Spend and spend, and tax and tax." Then came the new era of "Spend and spend, but do not tax. Let our descendants, the children of the future, pay the bill; meanwhile, we will sing and dance." Mr. President, I cannot subscribe to that philosophy.

Mr. CLARK. I yield 2 minutes to the Senator from Rhode Island.

Mr. PELL. Mr. President, S. 1831 is the second amendment to the Manpower Development and Training Act of 1962 to be considered by the Senate in this session. This bill would provide for the Department of Labor to refer eligible workers to programs that will provide the training in basic literacy and work skills necessary to prepare these people to qualify for the direct occupational training now available under the act. It would also lower the minimum age qualification from 19 to 16, provided any such eligible person has been out of school for more than 3 months, and would increase the percentage of total allowances provided under the act that would be paid to such youths from 5 to 15 percent.

This bill is an important supplement to the President's recommendations on civil rights insofar as they affect the Manpower Act. It will enable us to reach in some measure, the more than 700,000 unemployed youths between the ages of 16 and 21, many of whom are dropouts. For example, in my own State of Rhode Island, where 7.7 percent of our eligible workers are unemployed, approximately 20 percent of our children drop out of school before they complete their 4 years. And in Providence the dropout rate shoots up to approximately 36 percent. While our unemployment rate nationally is nearly 5½ percent and it skyrockets to over 16 percent for those under 20. Coupled with these is the fact that one out of four of these unemployed youths are nonwhite.

We who represent this Nation in Congress must cope with this problem, for it is one of national proportions. We must in every manner possible enact significant legislation to meet this crisis, for growing unemployment means an ever-increasing burden on society. Those critics who decry the so-called welfare state would be well advised to support every effort to train our unemployed citizens in those skills necessary to enable them to gain and hold jobs. This bill before us is only a small step in that direction, but it is a forward step and one which we should not and cannot make with hesitation.

Mr. JAVITS. I yield 2 minutes to the Senator from Iowa [Mr. MILLER].

Mr. MILLER. Mr. President, in the debate today on the Manpower Development and Training Act, I believe we should not overlook the fact that Federal aid is not the only solution to solving our unemployment problems. A key to creating jobs is local initiative. Under-scoring this is an article which appears in the September 1963 issue of *Nation's Business*. The article cites the work of South Carolina's Committee for Technical Education which, it notes, operates independently of other State agencies, including the federally aided department of education. This committee is unusual in that it is financed entirely by State and local money and makes no demands whatsoever on the use of Federal funds.

To say the least, this do-it-yourself approach is refreshingly needed and it shows what States and local communities can do if they take the initiative.

In this connection, the Fort Dodge, Iowa, Messenger, on January 24 of this year, published an article in which a New York Herald Tribune news service reporter, Harold I. Rogers, took a hard look at a survey conducted by the Connecticut office of the Federal Employment Service. I would like to quote from this article:

The authorities selected 3,500 semiskilled workers as candidates for retraining, and actually interviewed 2,143 of them. That is, they looked up these workers and tried to get them to retrain themselves.

From this number, 589 were selected to take machinist aptitude tests. When the day of the test rolled around, only 388 showed up. Only 140 passed it.

Mr. President, I feel this is a sad commentary on Federal efforts to reduce unemployment.

I ask unanimous consent that these two articles, entitled "Here's Do-It-Yourself Unemployment Cure" from *Nation's Business* and "Retraining: Does It Help Unemployment?" from the Fort Dodge Messenger, be printed in the RECORD.

There being no objection, the articles were ordered to be printed in the RECORD, as follows:

[From *Nation's Business*, September 1963]
HERE'S DO-IT-YOURSELF UNEMPLOYMENT CURE

Curtis Pettit worked for 20 years as an oiler in a South Carolina textile mill, bringing home a paycheck which rarely exceeded \$50 a week.

But one payday recently Mr. Pettit received a check of more than \$100 for the first time in his life. He is now a skilled machinist in the Firestone Steel Products Co., at Spartanburg, S.C.

Who brought about the change? Mr. Pettit did—by seizing an opportunity offered to him by the South Carolina Committee for Technical Education. After investing 520 hours of his time in evening training classes, he qualified last April for the job at Firestone.

Now his foreman says: "When I want a top-quality job done, I give it to Curtis Pettit."

The committee for technical education has trained Mr. Pettit and 10,000 more of South Carolina's unemployed and underemployed workers since its establishment 2 years ago by the State legislature. Workers are now being trained at the rate of 800 each month, and program officials expect to be training 17,000 workers a year by mid-1966.

The problem of teaching workers the skills which will fit them for available jobs is of national importance. Although our country's expanding economy has provided about 870,000 jobs during the past year, they had to be divided among more than 1 million new workers.

For the past 5 years unemployment has surpassed 5 percent of the work force. As the mass of young workers enters the job market in the next several years, the gap between added workers and available jobs will widen.

The situation is further complicated by the fact that our rapidly developing technology has made some jobs obsolete, although it has created others.

The Kennedy administration wants to meet the unemployment problem through tax reduction, public works acceleration, and youth employment proposals.

Many States are taking action to meet the dilemma. A number of them are making use of money provided under the Manpower Development and Training Act, passed last year

by Congress and for which the administration is seeking additional funds.

South Carolina's Committee for Technical Education—which operates independently of other State agencies, including the federally aided department of education—is an example of the imaginative approach of some States.

It is unusual in an important respect—it is financed entirely by State and local money, making no use of Federal aid.

This do-it-yourself philosophy, and the effectiveness with which it is getting the job done, has won the respect of business leaders throughout the State. Robert N. Mitchell, a vice president of the SCM Corp.'s Marchant Division and general manager of its calculator-manufacturing plant at Orangeburg, S.C., says:

"The committee's program has been a major contributing factor to our success. It was vital in helping us start up this plant and reach full efficiency in a short time. Without it, we would have been faced with a monumental task in getting a trained work force."

The purpose of TEC, as the committee is called, is stated concisely by South Carolina's Gov. Donald S. Russell:

"This program takes people who want a job and trains them to get it. We have many of these people in our State."

"South Carolina has been too long a single-industry State. TEC has helped us diversify our industrial base, which is necessary to develop our economy and create more jobs for our people."

The do-it-yourself approach runs throughout the program. J. Bonner Manly, one of the committee's eight members and an official of Abbeville Mills, describes it this way:

"At the State level, we are using the State's own money to help its people train for new jobs."

"At the local level, communities have raised about \$5 million to build the technical education centers which form a major part of the program."

"But the key ingredient lies with the individuals who invest their own time and effort to upgrade skills and learn new skills so that they will qualify for better jobs. Ours prime asset is their motivation to make their own investment in the program in order to benefit from it."

As in the case of other Southern States, in financial resources and per capita income. Yet we have a training program which is both productive and economical. Everyone contributes—there is nothing here for the person looking for a handout."

As in the case of other Southern States, South Carolina faces a double threat to employment. Mechanization of farming and Federal crop restrictions, together with growing foreign competition in cotton and tobacco, are forcing the farm population down at the rate of 12,000 persons each year. At the same time, automation in the textile industry, which historically has provided two-thirds of the State's industrial employment, is eliminating 6,000 jobs yearly.

"To find new jobs for all these people, plus the youths entering the work force, we have to run fast just to stand still," says A. Wade Martin, State coordinator of the committee. "We must industrialize to provide these jobs."

South Carolina officials believe that TEC is making a significant impact on the State's unemployment problem in two ways:

By training workers in industrial skills, it is providing a growing labor pool which makes expansion of existing industry possible and also attracts new industry to the State, thus creating new jobs. And for each new industrial job, two service jobs customarily come into existence in the community. New and expanded industry in the State produced about 12,500 new industrial jobs a year from

1959 through 1961. In 1962, as the committee began to swing into full operation, this figure jumped to 18,500.

By upgrading the skills of employed and underemployed workers—in addition to teaching new skills to the unemployed—the program makes it possible for them to move up the job ladder, leaving room at the bottom for less qualified workers who need jobs. When a service station attendant, through training, moves into a job as an automobile mechanic, he leaves his former position open for a less skilled individual who has no job.

How does TEC operate? It is governed by a committee of six citizens, who represent different parts of the State and are business leaders intimately acquainted with the job needs of business and industry. These men are appointed by the Governor with the consent of the State senate. Two State officials, the superintendent of education and the director of the State development board, are ex officio members to insure coordination with their agencies. Mr. Martin, a methods engineer and former administrator of industrial and technical education in North Carolina, heads the full-time staff.

COUNTIES BUILD CENTERS

Eight technical education centers have been established where labor market surveys have shown a need for them. One—at Greenville—has been in operation for the past year, four will open this month, and three will open early in 1964. Each has a full-time administrative and teaching staff aided by an area commission for technical education, made up of local businessmen.

These centers—which contain classrooms, laboratories, and workshops—are built and owned by the counties which they serve. Building costs range from \$540,000 to \$850,000. Equipment, from machine tools to computers, is owned by the State. This permits shifting items from one center to another as needs dictate. TEC has bought more than \$1 million in up-to-date equipment.

Strong emphasis is placed on keeping abreast of current employment needs and industrial practices. All faculty members must have had experience in industry and will be rotated back to their own industry periodically to familiarize them with the latest techniques.

For each type of training, a committee of men from that particular technical area or craft passes judgment on the teachers, equipment, and instruction. Robert L. Grigsby, director of the Richland Technical Education Center at Columbia, says:

"These committees are the life blood of each program. They keep us completely up to date."

The courses at the technical education centers are separated into three divisions:

The technical division—offering training for jobs at the technician level. Programs include data processing; technical drafting and design; chemical, electronic, or textile technology, and others. A high school education is required for enrollment, and the programs extend for 2 years of full-time instruction or 4 years of evening classes.

The trade division—where a student may learn the skills needed in air conditioning, refrigeration, and heating; automotive mechanics; industrial electricity; machine shop work, and welding.

The extension division—which makes available courses requested by a particular industry. Instruction, including supervisory level courses, is given at the center or at the plant.

ALL APPLICANTS TESTED

Students attending evening classes at the Greenville center include such men as E. J. Hall, a 33-year-old tool and die maker who is studying tool and die design. "I want to better my education and move up in my company," he says. "Because of this train-

ing, I've been promised the next job in design that opens up in my shop."

Standards are high at the centers. Applicants are given a series of aptitude tests and their school records examined. On the basis of this, they are advised whether they qualify for training as a technician or as a skilled craftsman. A continuing effort is made to prevent anyone from trying to train for a job which would be beyond his ability.

A major part of TEC's work during the past 2 years has been setting up and operating temporary training courses for corporations which have opened a new plant in South Carolina or expanded their existing plant. Nearly 70 such crash programs have provided trained workers and some are still in operation. About \$315,000 of the committee's \$1.8 million budget for the current fiscal year will be used to finance these operations.

Companies taking advantage of these programs, which have placed many of the State's unemployed and underemployed workers in skilled industrial jobs, praise the quality of their newly trained employees.

The State offers no payments to persons undergoing training—in contrast to the subsistence allowances paid under Federal programs. Officials credit this with screening out people more interested in benefiting from the Government payroll than in preparing themselves for a job.

"The degree of motivation is vital," says O. Stanley Smith, Jr., a Columbia businessman who is chairman of the Committee for Technical Education. "It's a fact of life that if you put your own time and effort into a project, you're motivated to do a better job than if it is handed to you on a silver platter. It's educationally unsound and a waste of money to pay people to learn. Education and relief are not the same and they shouldn't be mixed."

"We've found that the same motivation that moves the individuals in our program also moves our communities. I believe they have worked harder to help themselves by financing TEC centers than they would have if the money had been provided for them. Some current proposals for Federal aid include funds for construction. Imagine the effect of this on communities which already have paid their own way."

HOW PROGRAM WORKS

As R. L. Boynton, a training specialist who is conducting a program to provide aircraft assemblers for a Lockheed Aircraft Corp. plant at Charleston, puts it:

"When you have a fellow who will go through a training course on his own time with no pay, you've got a man who really wants to work."

Possibly the most dramatic of the crash programs are those which provide a trained work force for a new plant. A typical example is the program that trained 162 skilled workers for a multimillion-dollar Elgin National Watch Co. plant near Columbia.

Six months before the plant opened last February, specialists from the TEC staff began planning with Elgin officials a training operation which would be completed at the precise time the plant would be ready to go into production. The local community made available a school gymnasium as training quarters, and it was air conditioned and dustproofed to make possible the delicate work of watch assembly. TEC moved in some equipment from its pool, and Elgin provided the specialized equipment required.

Specialists determined the skills which would be needed and the number of workers with each skill. A critical path schedule was set up so that the training courses for different skills, which ranged from 4 to 12 weeks, would be phased in to reach completion at the same time.

Instructors from Elgin were placed temporarily on the committee payroll, and more than 300 applicants for training were inter-

viewed and given aptitude tests. Of these, 196 were selected for training and 162 completed the course. All were hired by Elgin and, when the plant opened, a trained force was ready to go to work at jobs which had been completely unfamiliar 3 months earlier.

"The trainees' willingness and ability to learn was even greater than our expectations," says Marlen E. Benter, Elgin's chief industrial engineer. "Some of them came out of the program at 100 percent efficiency and, thanks to TEC, the lag between plant opening and full productivity was shortened by more than 4 months. We've exceeded our original production schedules and have moved the schedules up."

The plant, which has been assembling and casing watches, is now preparing to manufacture the parts. A second training program will teach new skills to nearly 300 people.

Members of the Committee for Technical Education are so enthusiastic about the results of their do-it-yourself training program that they journeyed to Washington recently to point out to the South Carolina congressional delegation the shortcomings of proposals to expand existing Federal programs and enact new ones.

Bonner Manly puts the consensus of the committee into these words:

"There are great opportunities ahead for people throughout our Nation, but they will never achieve them without investing their own time and energy."

[From the Fort Dodge Messenger, Jan. 24, 1963]

RETRAINING: DOES IT HELP UNEMPLOYMENT? (By Harold I. Rogers)

NEW YORK.—The Connecticut office of the Federal Employment Service has issued some disturbing figures which should—but probably won't—have an adverse effect on efforts to increase appropriations for the much-vaunted Federal job retraining program.

That program, you may recall, has been put into effect in areas where there are high rates of unemployment, in an effort to train workers to have more marketable skills.

Connecticut had one of the first such programs because its industrial areas were among the earliest to be blighted by the 1960-61 recession.

The authorities selected 3,500 semiskilled workers as candidates for retraining, and actually interviewed 2,143 of them. That is, they looked up these works and tried to get them to retrain themselves.

From this number, 589 were selected to take machinist aptitude tests. When the day of the test rolled around, only 388 showed up.

Only 140 passed it.

Of this number, only 84 completed the retraining program which was offered, not only free of charge, but which included also a subsistence allowance for the student and his family.

The record, then: Fewer than 3 out of every 100 of the semiskilled unemployed reached a goal. They either could not or would not become skilled workers. Most of the 84 out of the 3,500 who were selected for training eventually found their new jobs.

About the same record has been established in West Virginia, another State with an early retraining program because it had an early problem of high unemployment.

It's likely that there will be glowing and optimistic reports of the program when officials come before Congress for money to keep it going in 1963. Perhaps these figures will be remembered.

In the 18 months it has been in operation, the depressed-areas program claims to have created a mere 25,000 jobs. That's an average of only 500 per State and it's a mighty insignificant figure when placed beside the

national unemployment total of at least 3.5 million.

Perhaps to some, however, this will serve as further evidence of the fact that Federal schemes for reducing unemployment are not working and that nothing really will work except a thriving, prosperous private economy.

Perhaps that will cause them to wonder why the private economy isn't working so well, and then they will realize that it is caught in a tight profit squeeze, largely of the Government's creation.

It should help with plans to reduce the tax rate, systematically and carefully.

And perhaps, somewhere along the way, the lawmakers will realize that part of the trouble accrues from the lopsided power given to labor leaders when they sit with their employers at the bargaining table.

For unless these things are realized in Congress, other Federal programs aren't going to be of much help. They never have. They never will.

Mr. MANSFIELD. Mr. President, a parliamentary inquiry.

The PRESIDING OFFICER. The Senator from Montana will state it.

Mr. MANSFIELD. How much time remains to each side?

The PRESIDING OFFICER. The proponents have 28 minutes remaining; the opponents have 37 minutes.

Mr. CLARK. Mr. President, I understand that the Senator from Vermont [Mr. PROUTY] desires to have some time.

Mr. JAVITS. I yield 2 minutes to the Senator from Vermont.

The PRESIDING OFFICER. The Senator from Vermont is recognized for 2 minutes.

Mr. PROUTY. Mr. President, I wish to state that I intend to vote "yea" on the question of passage of the bill—albeit I shall do so reluctantly. I believe we need a program of this nature, in order to take care of the needs of our young people who do not have sufficient education, and thus enable them to obtain jobs by which they can support themselves. It is most regrettable that today there are many unemployed who, unless they acquire new skills, cannot become self-supporting. So, in the end, such a program will save the taxpayers a great deal of money, if this program proves to be as effective as all of us hope it will be.

But I am concerned about the expenditures the bill would authorize—a much larger amount than I believe can be spent effectively and productively. So I believe this bill is a very poor way to legislate.

Mr. President, in the current fiscal year the Senate has already authorized the appropriation of \$110 million; the House has authorized the appropriation of \$140 million. Perhaps in the end the conference report will authorize a \$125 million appropriation.

Under the provisions of this bill, we would authorize an additional appropriation of \$100 million, which would bring the total authorization for the current fiscal year to approximately \$225 million. I do not believe that much money can possibly be spent effectively. For the next fiscal year we have already authorized—or will have, when this bill is passed—appropriations of \$422 million. I am sure that much money cannot be spent usefully.

I have submitted several amendments which call for reduced authorizations, both in the bill we passed last Wednesday and in this one. I had no expectation that those amendments would be agreed to; but I submitted them primarily in order to establish a record which I hope the members of the Appropriations Committee will examine carefully.

I favor the authorization of any appropriation which can reasonably and soundly be expended and will result in the doing of a good job. But I believe we are being somewhat irresponsible when we authorize the appropriation of funds which we know cannot be spent usefully.

After submitting that explanation, Mr. President, I simply repeat that although I shall vote for passage of the bill, I have serious reservations about the manner in which we have handled it.

Mr. GORE. Mr. President, on the question of passage of the bill, I ask for the yeas and nays.

The yeas and nays were ordered.

Mr. JAVITS. Mr. President, I yield myself 2 minutes.

The PRESIDING OFFICER. The Senator from New York is recognized for 2 minutes.

Mr. JAVITS. Mr. President, all of us respect very deeply the views of the Senator from Vermont [Mr. PROUTY] in regard to the need for tight administration of this program. I certainly agree with him in that respect.

However, I feel that few programs which come before the Senate are more directly related to what is troubling our Nation economically than this one. We have an enormous transition to make, involving tens of millions of Americans, from our present state of technology to a very much higher degree of automation. We face the doubling or the tripling of the requirements for technical training. Our Nation is far behind in this struggle. This deficiency is far more lethal to us than almost any other deficiency we could have; because if we do not blow ourselves up with an atomic bomb, freedom will either win or lose on the basis of the vigor and the vitality of our economic system.

The greatest asset of our Nation lies in the skills of its people. I believe this program, which is long overdue, is directly related to the effectiveness with which we adjust our technology and the skills of our people to modern times.

In addition, millions of our people have not had equal economic opportunity. This program can move in the direction of bringing it to them.

For all those reasons, Mr. President, I strongly favor the bill. Even though I have tried to do what I could to improve it, just as the Senator from Vermont [Mr. PROUTY] has done what he could to improve it and to tighten it up, I believe that, fundamentally, the enactment of this bill is very important to our Nation. So I hope very much it will receive a decisive majority vote in the Senate.

Mr. CLARK. Mr. President, unless other Senators desire to have time yielded to them, I am prepared to yield back the balance of my time.

Mr. JAVITS. I yield back the remainder of the time under my control.

Mr. CLARK. I do likewise.

The PRESIDING OFFICER. All remaining time has been yielded back.

The bill has been read the third time. The question now is, Shall the bill pass? On this question, the yeas and nays have been ordered; and the clerk will call the roll.

The legislative clerk called the roll.

Mr. MANSFIELD (after having voted in the affirmative). On this vote I have a pair with the distinguished minority leader, the Senator from Illinois [Mr. DIRKSEN]. If he were present and voting, he would vote "nay." If I were at liberty to vote, I would vote "yea." Therefore I withdraw my vote.

Mr. CARLSON (after having voted in the negative). I have a pair with the junior Senator from Indiana [Mr. BAYH]. If he were present and voting, he would "yea." If I were at liberty to vote, I would vote "nay." Therefore I withdraw my vote.

Mr. HUMPHREY. I announce that the Senator from New Mexico [Mr. ANDERSON], the Senator from Indiana [Mr. BAYH], the Senator from North Dakota [Mr. BURDICK], the Senator from Connecticut [Mr. DODD], the Senator from Illinois [Mr. DOUGLAS], the Senator from Arkansas [Mr. FULBRIGHT], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from Louisiana [Mr. LONG], the Senator from South Dakota [Mr. MCGOVERN], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Alabama [Mr. SPARKMAN], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] are absent on official business.

I also announce that the Senator from Michigan [Mr. McNAMARA] is absent because of illness.

I further announce that the Senator from California [Mr. ENGLE] is necessarily absent.

I further announce that, if present and voting, the Senator from Illinois [Mr. DOUGLAS], the Senator from California [Mr. ENGLE], the Senator from Alaska [Mr. GRUENING], the Senator from Indiana [Mr. HARTKE], the Senator from Washington [Mr. JACKSON], the Senator from New Hampshire [Mr. MCINTYRE], the Senator from Michigan [Mr. McNAMARA], the Senator from Oregon [Mrs. NEUBERGER], the Senator from Missouri [Mr. SYMINGTON], and the Senator from Texas [Mr. YARBOROUGH] would each vote "yea."

On this vote, the Senator from Connecticut [Mr. DODD] is paired with the Senator from Wyoming [Mr. SIMPSON].

If present and voting, the Senator from Connecticut would vote "yea" and the Senator from Wyoming would vote "nay."

On this vote, the Senator from South Dakota [Mr. MCGOVERN] is paired with the Senator from Louisiana [Mr. LONG].

If present and voting the Senator from South Dakota would vote "yea"

and the Senator from Louisiana would vote "nay."

On this vote, the Senator from North Dakota [Mr. BURDICK] is paired with the Senator from Texas [Mr. TOWER].

If present and voting, the Senator from North Dakota would vote "yea" and the Senator from Texas would vote "nay."

Mr. CARLSON. I announce that the Senator from Utah [Mr. BENNETT], the Senator from Delaware [Mr. BOGGS], the Senator from New Hampshire [Mr. COTTON], the Senator from Iowa [Mr. HICKENLOOPER], the Senator from California [Mr. KUCHEL], the Senator from New Mexico [Mr. MECHEM], the Senator from Kentucky [Mr. MORTON], the Senator from South Dakota [Mr. MUNDT], the Senator from Massachusetts [Mr. SALTONSTALL], the Senator from Pennsylvania [Mr. SCOTT], the Senator from Texas [Mr. TOWER], and the Senator from North Dakota [Mr. YOUNG] are necessarily absent.

The Senator from Illinois [Mr. DIRKSEN] is detained on official business, and his pair has been previously announced.

On this vote, the Senator from Utah [Mr. BENNETT] is paired with the Senator from Delaware [Mr. BOGGS]. If present and voting, the Senator from Utah would vote "nay," and the Senator from Delaware would vote "yea."

On this vote, the Senator from California [Mr. KUCHEL] is paired with the Senator from Iowa [Mr. HICKENLOOPER]. If present and voting, the Senator from California would vote "yea," and the Senator from Iowa would vote "nay."

On this vote, the Senator from Wyoming [Mr. SIMPSON] is paired with the Senator from Connecticut [Mr. DODD]. If present and voting, the Senator from Wyoming would vote "nay," and the Senator from Connecticut would vote "yea."

On this vote, the Senator from Texas [Mr. TOWER] is paired with the Senator from North Dakota [Mr. BURDICK]. If present and voting, the Senator from Texas would vote "nay," and the Senator from North Dakota would vote "yea."

The result was announced—yeas 41, nays 26, as follows:

[No. 155 Leg.]

YEAS—41

Alken	Hart	Moss
Bartlett	Hayden	Muskie
Beall	Humphrey	Nelson
Bible	Inouye	Pastore
Brewster	Javits	Pell
Byrd, W. Va.	Keating	Prouty
Cannon	Kennedy	Proxmire
Case	Long, Mo.	Randolph
Church	Magnuson	Ribicoff
Clark	McCarthy	Scott
Cooper	McGee	Walters
Edmondson	Metcalfe	Williams, N.J.
Fong	Monroney	Young, Ohio
Gore	Morse	

NAYS—26

Allott	Holland	Robertson
Byrd, Va.	Hruska	Russell
Curtis	Johnston	Smathers
Dominick	Jordan, N.C.	Smith
Eastland	Jordan, Idaho	Stennis
Ellender	Lausche	Talmadge
Ervin	McClellan	Thurmond
Goldwater	Miller	Williams, Del.
Hill	Pearson	

NOT VOTING—33

Anderson	Carlson	Engle
Bayh	Cotton	Fulbright
Bennett	Dirksen	Gruening
Boggs	Dodd	Hartke
Burdick	Douglas	Hickenlooper

Jackson	McNamara	Simpson
Kuchel	Mechem	Sparkman
Long, La.	Morton	Symington
Mansfield	Mundt	Tower
McGovern	Neuberger	Yarborough
McIntyre	Saltonstall	Young, N. Dak.

So the bill (S. 1831) was passed, as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That the Manpower Development and Training Act of 1962 is amended by adding at the end of section 202 the following new subsection:

"(h) Whenever appropriate, the Secretary of Labor may also refer for the development of reading, writing and arithmetic and basic work skills those eligible persons who are over thirty-five years of age or who have neither completed the eighth grade of school nor otherwise acquired the educational equivalent of the eighth grade of school and who will thereby be able to pursue courses of occupational training, and such referrals shall be considered a referral for training within the meaning of this Act, except that the provisions of subsection (d) of this section shall not apply to the selection of persons under this subsection and such persons shall be eligible for an additional 52 weeks of training allowances."

SEC. 2. Subsection (c) of section 203 of such Act is amended by striking out the word "nineteen" and inserting the word "sixteen" in lieu thereof, by striking out "5 per centum" and inserting in lieu thereof "15 per centum", and by striking out the period at the end thereof, inserting a comma in lieu thereof, and adding the following: "Provided, That no training allowance shall be paid to any individual who is under nineteen years of age and has not been graduated from high school unless the Secretary shall have satisfied himself that such individual has continuously failed to attend school classes for a period of not less than 6 months during the regular school session, and that all appropriate procedures (including guidance and counseling by appropriate local authorities) to induce such individual to resume school attendance have failed."

SEC. 3. Section 231 of such Act is amended by striking out the period at the end of the first sentence, inserting a comma in lieu thereof, and adding the following: "except that with respect to referrals under subsection (h) of section 202 the Secretary of Health, Education and Welfare may make arrangements for the provision of the training to be provided under such subsection (h) through other appropriate education agencies".

SEC. 4. Section 302 of such Act is amended by striking out the word "vocational" before the words "education and training".

SEC. 5. Subsection (b) of section 305 is amended by striking out the word "vocational".

SEC. 6. Section 304 of such Act is amended by adding at the end thereof the following new subsection:

"(e) In addition to the amounts authorized by subsection (b), there are hereby authorized to be appropriated \$100,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965, for the purpose of carrying out title II."

Mr. CLARK. Mr. President, I move to reconsider the vote by which the bill was passed.

Mr. RANDOLPH. Mr. President, I move to lay that motion on the table.

The PRESIDING OFFICER. The question is on agreeing to the motion of the Senator from West Virginia.

The motion was agreed to.

TRIBUTES TO SENATORS

Mr. MANSFIELD. Mr. President, for the second time this week I congratulate the distinguished Senator from Pennsylvania [Mr. CLARK] and the distinguished Senator from West Virginia [Mr. RANDOLPH], both of whom have once again shown their skill and knowledge of two vitally important measures which are for the welfare of the people. I only wish that this kind of record could be maintained week in and week out. But I am happy once again to congratulate the Senator from Pennsylvania and the Senator from West Virginia for the great service they have rendered.

Mr. CLARK. Mr. President, will the Senator yield?

Mr. MANSFIELD. I yield.

Mr. CLARK. I thank my friend for his kind words. I should like the RECORD to note the great contribution made by members of the Subcommittee on Employment and Manpower of the Committee on Labor and Public Welfare for bringing the bill to the Senate for passage. I express my appreciation also to members of the staff, who worked conscientiously and ably to help prepare the bill and expedite its passage.

Mr. MANSFIELD. Mr. President, I also extend my congratulations to other Senators on the majority side, and to the distinguished Senator from Vermont [Mr. PROUTY], who offered worthwhile amendments, the distinguished Senator from New York [Mr. JAVITS], and other Senators who made contributions to the bill and helped make it a better and stronger bill than when it was introduced.

CHINESE-RUSSIAN CONVERGENCE IN ASIA

Mr. MANSFIELD. Mr. President, for some time, I have been attempting to follow developments in Sino-Russian relations in central Asia. Although the public information is sparse and not necessarily always accurate, it has been possible to obtain from it, against the background of history, a glimmer of the situation which is evolving in that region.

Several weeks ago, I put together some observations on the central Asian situation which I had intended to discuss in the Senate on August 13. But I was hesitant to do so at the time because of a lack of any recent substantiating evidence of the tentative conclusions which I had reached.

In today's press, however, there are significant reports out of Tokyo which relate directly to the subject of my observations. I ask unanimous consent that a selection of these reports be included at the end of my remarks; and at this point, Mr. President, I ask the Senate's indulgence that I may proceed with the observations on the Chinese-Russian convergence in Asia to which I have previously referred.

The PRESIDING OFFICER. Is there objection to the request by the Senator from Montana? The Chair hears none, and it is so ordered.

(See exhibit 1.)

Mr. MANSFIELD. Mr. President, there are obvious reasons of health and

88TH CONGRESS
1ST SESSION

S. 1831

IN THE HOUSE OF REPRESENTATIVES

SEPTEMBER 9, 1963

Referred to the Committee on Education and Labor

AN ACT

To amend the Manpower Development and Training Act of 1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That the Manpower Development and Training Act of
4 1962 is amended by adding at the end of section 202 the
5 following new subsection:

6 “(h) Whenever appropriate, the Secretary of Labor
7 may also refer for the development of reading, writing and
8 arithmetic and basic work skills those eligible persons who
9 are over thirty-five years of age or who have neither com-
10 pleted the eighth grade of school nor otherwise acquired the
11 educational equivalent of the eighth grade of school and who

1 will thereby be able to pursue courses of occupational train-
2 ing, and such referrals shall be considered a referral for train-
3 ing within the meaning of this Act, except that the provi-
4 sions of subsection (d) of this section shall not apply to the
5 selection of persons under this subsection, and such persons
6 shall be eligible for an additional 52 weeks of training
7 allowances.”

8 SEC. 2. Subsection (c) of section 203 of such Act is
9 amended by striking out the word “nineteen” and inserting
10 the word “sixteen” in lieu thereof, by striking out “5 per
11 centum” and inserting in lieu thereof “15 per centum”, and
12 by striking out the period at the end thereof, inserting a
13 comma in lieu thereof, and adding the following: “*Provided,*
14 That no training allowance shall be paid to any individual
15 who is under nineteen years of age and has not been gradu-
16 ated from high school unless the Secretary shall have satis-
17 fied himself that such individual has continuously failed to
18 attend school classes for a period of not less than 6 months
19 during the regular school session, and that all appropriate
20 procedures (including guidance and counseling by appro-
21 priate local authorities) to induce such individual to resume
22 school attendance have failed.”

23 SEC. 3. Section 231 of such Act is amended by striking
24 out the period at the end of the first sentence, inserting a
25 comma in lieu thereof, and adding the following: “except

1 that with respect to referrals under subsection (h) of section
2 202 the Secretary of Health, Education, and Welfare may
3 make arrangements for the provision of the training to be
4 provided under such subsection (h) through other appro-
5 priate education agencies.”

6 SEC. 4. Section 302 of such Act is amended by striking
7 out the word “vocational” before the words “education and
8 training”.

9 SEC. 5. Subsection (b) of section 305 is amended by
10 striking out the word “vocational”.

11 SEC. 6. Section 304 of such Act is amended by adding
12 at the end thereof the following new subsection:

13 “(e) In addition to the amounts authorized by subsection
14 (b), there are hereby authorized to be appropriated \$100,-
15 000,000 for the fiscal year ending June 30, 1964, and a like
16 amount for the fiscal year ending June 30, 1965, for the
17 purpose of carrying out title II.”

Passed the Senate September 6, 1963.

Attest:

FELTON M. JOHNSTON,

Secretary.

AN ACT

To amend the Manpower Development and
Training Act of 1962.

SEPTEMBER 9, 1963

Referred to the Committee on Education and Labor

88TH CONGRESS
1ST SESSION

H. R. 8720

IN THE HOUSE OF REPRESENTATIVES

OCTOBER 7, 1963

Mr. HOLLAND introduced the following bill; which was referred to the Committee on Education and Labor

A BILL

To amend the Manpower Development and Training Act of 1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That section 101 of the Manpower Development and Train-
4 ing Act of 1962 (hereinafter referred to as "the Act") is
5 amended by inserting after "sought out and trained" the
6 following: "as quickly as is reasonably possible", and by
7 inserting after "afforded to these people" the following:
8 "with the least delay".

9 SEC. 2. (a) Subsection (a) of section 202 of the Act
10 is amended by striking out the second sentence thereof.

11 (b) Section 202 of the Act is amended by redesignating

1 subsections (b) through (g) as subsections (c) through
2 (h), respectively, and by inserting immediately after sub-
3 section (a) the following new subsection:

4 “(b) Whenever appropriate the Secretary shall pro-
5 vide a special program for the testing, counseling, selection,
6 and referral of youths, sixteen years of age or older, for occu-
7 pational training and further schooling, who because of
8 inadequate educational background and work preparation
9 are unable to qualify for and obtain employment without
10 such training and schooling.”

11 (c) Subsection (d) of such section (as so designated
12 prior to the redesignation provided for in subsection (b))
13 is amended by inserting after “training” in the first sentence
14 thereof the following: “(other than for training under sub-
15 section (i))”.

16 (d) Such section is further amended by adding at the
17 end thereof the following new subsection:

18 “(i) Whenever appropriate, the Secretary of Labor
19 may also refer for the attainment of basic education skills
20 those eligible persons who indicate their intention to, and
21 will thereby be able to, pursue courses of occupational train-
22 ing of a type for which there appears to be reasonable
23 expectation of employment. Such referrals shall be con-
24 sidered a referral for training within the meaning of this

1 Act, and such persons shall be eligible for training allow-
2 ances for not to exceed an additional twenty weeks.”

3 SEC. 3. (a) Subsection (a) of section 203 of the Act
4 is amended—

5 (1) by inserting in the second sentence of the first
6 paragraph after “fifty-two weeks” the following: “(ex-
7 cept where authorized for individuals referred for train-
8 ing under section 202 (i))”,

9 (2) by inserting in such sentence after “not ex-
10 ceed” the following: “\$10 more than”,

11 (3) by inserting in the first sentence of the second
12 paragraph after “less than” the following: “\$10 more
13 than”,

14 (4) by inserting in the second sentence of the
15 second paragraph after “compensation and” the follow-
16 ing: “\$10 more than”, and

17 (5) by adding at the end of such subsection the
18 following new paragraph:

19 “The training allowance of a person engaged in full-time
20 training under section 231 shall not be reduced on account
21 of his part-time employment which does not exceed twenty
22 hours per week, but shall be reduced in an amount equal
23 to his full earnings for hours worked in excess of twenty
24 hours per week.”

1 (b) Subsection (c) of such section is amended to read
2 as follows:

3 “(c) The Secretary of Labor shall pay training allow-
4 ances only to unemployed persons who have had not less
5 than two years of experience in gainful employment and who
6 are either heads of families or heads of households as defined
7 in the Internal Revenue Code of 1954, or who are members
8 of a household in which the head of the household or the
9 head of the family is unemployed: *Provided*, That not more
10 than one person in any one household may be receiving
11 training allowances under this Act at any particular time.
12 Notwithstanding the preceding sentence, the Secretary may
13 pay training allowances at a rate not in excess of \$20 a
14 week to youths seventeen years of age or older who require
15 such training allowance in order to undertake training, who
16 are referred for training in accordance with section 202 (b),
17 and who are not entitled to allowances under the preceding
18 sentence, except that no such training allowance shall be
19 paid to any such youth who has not graduated from high
20 school, unless the Secretary has satisfied himself that such
21 youth has continuously failed to attend school for a period
22 of not less than one year and that the local authorities after
23 pursuing all appropriate procedures, including guidance and
24 counseling, have concluded that further school attendance by
25 such youth is no longer practicable under the circumstances.

1 Not more than 25 per centum of the persons who are
2 receiving training allowances (or who would be entitled
3 thereto but for receipt of unemployment compensation) may
4 be youths under the age of twenty-two.”

5 (c) Subsection (d) of such section is amended to read
6 as follows:

7 “(d) For the fiscal year ending June 30, 1966, any
8 amount paid to a State for training allowances under this
9 section, or as reimbursement for unemployment compensa-
10 tion under subsection (h), shall be paid on condition that
11 such State shall bear $33\frac{1}{3}$ per centum of the amount of such
12 payments, and for each fiscal year thereafter such amounts
13 shall be paid on condition that such State shall bear 50 per
14 centum of the amount of such payments.”

15 (d) Paragraph (2) of subsection (h) of such section
16 is amended by striking out “July 1, 1964, and for 50 per
17 centum of the amount of such benefits paid on or after that
18 date” and inserting in lieu thereof the following: “July 1,
19 1965, for $66\frac{2}{3}$ per centum of the amount of such benefits paid
20 during the fiscal year ending June 30, 1966, and 50 per
21 centum of the amount of such benefits paid thereafter”.

22 SEC. 4. (a) The center heading of section 205 of the
23 Act is amended to read as follows: “ADVISORY COMMIT-
24 TEES”.

1 (b) Subsection (b) of such section is amended to read
2 as follows:

3 “(b) For the purpose of making expert assistance
4 available to persons formulating and carrying on programs
5 under this title, the Secretary shall, where appropriate,
6 require the organization on a community, State, and/or
7 regional basis of labor-management-public advisory com-
8 mittees.”

9 (c) Subsections (d) and (e) of such section are
10 amended by inserting “National Advisory” immediately
11 before “Committee” each place it appears.

12 SEC. 5. Part A of title II of the Act is amended by
13 adding at the end thereof the following new section:

14 “LABOR MOBILITY DEMONSTRATION PROJECTS

15 “SEC. 208. During the period ending June 30, 1965,
16 the Secretary of Labor shall develop and carry out, in a
17 limited number of geographical areas, pilot projects designed
18 to assess or demonstrate the effectiveness in reducing un-
19 employment of programs to increase the mobility of un-
20 employed workers by providing assistance to meet their
21 relocation expenses. In carrying out such projects the
22 Secretary may provide such assistance, in the form of grants
23 or loans, or both, only to involuntarily unemployed indi-
24 viduals who cannot reasonably be expected to secure full-
25 time employment in the community in which they reside,

1 have bona fide offers of employment (other than temporary
2 or seasonal employment), and are deemed qualified to
3 perform the work for which they are being employed.
4 Where such assistance is provided in the form of grants,
5 such grants may not exceed 50 per centum of the expenses
6 incurred reasonably necessary to the transportation of the
7 person who is relocating, and his family, and their house-
8 hold effects. Where such assistance is provided in the form
9 of loans, or a combination of loans and grants, the total
10 amount thereof may not exceed 100 per centum of such
11 expenses and shall be made subject to such terms and
12 conditions as the Secretary may prescribe. Of the funds
13 appropriated for a fiscal year to carry out this title, not
14 more than 2 per centum thereof, or \$4,000,000, whichever
15 is the lesser, may be used for the purposes of this section.”

16 SEC. 6. (a) The first sentence of section 231 of the
17 Act is amended by inserting before the period at the end
18 thereof the following: “, except that with respect to edu-
19 cation to be provided pursuant to referrals under subsection
20 (b) or (i) of section 202, the Secretary of Health, Educa-
21 tion, and Welfare may make arrangements for the provision
22 of the education to be provided under such subsection
23 through other appropriate education agencies”.

24 (b) The second sentence of section 231 of such Act is
25 amended by striking out “, if facilities or services of such

1 agencies or institutions are not adequate for the purpose,”
2 and by inserting before the period at the end of such sentence
3 the following: “where such institutions can provide substan-
4 tially equivalent training with reduced Federal expenditures”.

5 (c) The third sentence of section 231 of such Act is
6 amended to read as follows: “The State agency shall be
7 paid 50 per centum of the cost to the State of carrying out
8 the agreement, except that for the period ending June 30,
9 1965, the State agency shall be paid 100 per centum of
10 the cost to the State of carrying out the agreement with
11 respect to unemployed persons, and for the fiscal year ending
12 June 30, 1966, the State agency shall be paid $66\frac{2}{3}$ per
13 centum of such cost.”

14 SEC. 7. (a) Subsection (a) of section 304 of the Act is
15 amended by striking out “and a like amount for the fiscal
16 year ending June 30, 1965” and inserting in lieu thereof the
17 following: “and each of the three succeeding fiscal years”.

18 (b) Subsection (b) of such section is amended by strik-
19 ing out “\$161,000,000 for the fiscal year ending June 30,
20 1964, and a like amount for the fiscal year ending June 30,
21 1965” and inserting in lieu thereof the following: “\$211,
22 000,000 for the fiscal year ending June 30, 1964, \$422,000,-
23 000 for the fiscal year ending June 30, 1965, \$281,333,333
24 for the fiscal year ending June 30, 1966, and \$211,000,000
25 for the fiscal year ending June 30, 1967”.

1 (c) Subsection (c) of such section is amended by strik-
2 ing out “and a like amount for the fiscal year ending June 30,
3 1965” and inserting in lieu thereof the following: “and each
4 of the three succeeding fiscal years”.

5 SEC. 8. Section 305 of the Act is amended by striking
6 out “vocational”.

7 SEC. 9. Subsections (a) and (b) of section 309 of the
8 Act are each amended by striking out “March 1, 1964” and
9 inserting in lieu thereof “April 1, 1964, April 1, 1965, and
10 April 1, 1966”.

11 SEC. 10. Section 310 of the Act is amended by striking
12 out “1965” both times it appears and inserting in lieu thereof
13 “1967”.

88TH CONGRESS
1ST SESSION

H. R. 8720

A BILL

To amend the Manpower Development and
Training Act of 1962.

By Mr. HOLLAND

OCTOBER 7, 1963

Referred to the Committee on Education and Labor

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued Oct. 9, 1963
For actions of Oct. 8, 1963
88th-1st; No. 160

CONTENTS

Adjournment.....	11
Appropriations.....	4
Area redevelopment.....	26
Beef imports.....	2
Civil rights.....	18
Conservation.....	31
Conservation reserve....	35
Dairy.....	15, 24
Economics.....	33

Education.....	12
Executive departments...	30
Farm labor.....	7, 22, 25
Farm program.....	17
Flood control.....	31
Foreign agriculture.....	23
Foreign trade	1, 13, 14, 27, 34, 38
Forestry.....	19

Holiday.....	15
Interstate commerce.....	18
Land-use adjustment.....	24
Lands.....	37
Legislative program.....	24
Manpower.....	3
Personnel.....	6
Public Law 480.....	5, 14
Reclamation.....	9, 21, 31
Recreation.....	9, 19
Research.....	4, 31, 32
Salaries.....	6
Soil conservation.....	29
Surplus commodities.....	34
Water pollution.....	16, 24
Water resources.....	8, 20, 31
Watersheds.....	10
Wheat.....	1, 13, 27, 38
Wilderness.....	28

HIGHLIGHTS: Senate passed bill to expand vocational education programs. Several Senators discussed merits of wheat sale to Russia. Sen. Williams (Del.) charged lack of control over commodity shipments under Public Law 480. Sen. Aiken submitted sanitation standards amendment to dairy bill. Rep. Dorn opposed wheat sale to Russia. Rep. Chamberlain opposed acting in haste on wheat sale to Russia. Rep. Harvey opposed importation of processed beef. House committee voted to report Manpower Development and Training Act amendments bill. Sen. Dodd submitted and discussed measure to establish Select Committee on Sale of Surplus Agricultural Produce to Communist Countries. Rep. Findley introduced and discussed bill to authorize 2-year extension of conservation reserve contracts.

HOUSE

- 1. WHEAT FOR RUSSIA.** Rep. Dorn spoke against a wheat sale with Russia as "aiding the cause of communism." p. 17950
Rep. Chamberlain warned against acting in haste for a wheat sale to Russia and urged that the President "make known all of his reasons for such a deal and let the American people and the Congress evaluate them." pp. 17959-60
- 2. BEEF IMPORTS.** Rep. Harvey (Ind.) criticized the present U.S. policy of importing processed beef. p. 17969
- 3. MANPOWER.** The Education and Labor Committee voted to report (but did not actually report) H. R. 8720 (a clean bill introduced in lieu of H. R. 8419),

to amend the Manpower Development and Training Act of 1962. p. D787

4. APPROPRIATIONS. Both Houses agreed to the conference report on H. R. 7179, the defense appropriations bill, 1964. The bill includes a limitation of 20 percent on indirect expenses in connection with research grants. This bill will now be sent to the President. pp. 17950-7, 18000-3
5. PUBLIC LAW 480. Received a report from this Department on title I, Public Law 480, agreements with Korea, Guinea, and Indonesia. p. 17976
6. PERSONNEL; SALARIES. Rep. Gross stated an increase in the pay of Cabinet officers, Members of Congress, and Supreme Court Justices, would increase the Federal debt problems. p. 17950
7. FARM LABOR. Rep. Talcott stated that the recent bus accident to Mexican farm laborers occurred despite the usual safety precautions for busses in Calif. pp. 17967-8
Rep. Conzalez stated that "some growers would rather not use braceros, but must do so because of the pressures of competition." p. 17972
8. WATER RESOURCES. Rep. Dwyer voiced approval of the Advisory Commission on Intergovernmental Relations' proposed State Legislation for "placing of overall water resource planning, policymaking and coordination responsibility in a single unit of State government." pp. 17968-9
9. IRRIGATION AND RECLAMATION SUBCOMMITTEE of the Interior and Insular Affairs Committee voted to report to the full committee the following bills: H. R. 8135, with amendment, to provide for establishment and administration of public recreational facilities at the Sanford Reservoir area, Canadian River project, Tex.; H. R. 130, without amendment, to provide for payment of compensation for rights-of-way acquired by the U. S. in connection with reclamation projects the construction of which commenced after Jan. 1, 1961; and H. R. 4323, without amendment, to provide for payment of rights-of-way used for the Ainsworth unit, Missouri River Basin project, being constructed by the Bureau of Reclamation. p. D787
10. WATERSHEDS. The "Daily Digest" states that the Public Works Committee approved 16 watershed projects. p. D787
11. ADJOURNED until Thurs., Oct. 10, p. 17976

SENATE

12. EDUCATION. By a vote of 80 to 4, passed with amendments H. R. 4955, to increase the authorizations for grants to States for vocational education programs (pp. 17981-98, 18003-17, 18023-43). Conferees were appointed (p. 18038). As passed the bill includes provisions as follows: Authorizes the appropriation of \$108 million for fiscal year 1964, \$153 million for fiscal year 1965, \$198 million for fiscal year 1966, and \$243 million for each fiscal year thereafter for grants to States for vocational education programs. Establishes in the U. S. Office of Education an Advisory Committee on Vocational Education, including a representative from this Department. Amends the George-Barden and Smith-Hughes Vocational Education Acts so as to permit any of the funds earmarked for use in particular categories of vocational education (including agriculture and home economics) to be transferred to and combined with any of

Oct 21, 1963

13. LEGISLATIVE PROGRAM. Sen. Mansfield stated that the military construction authorization bill will be considered today (Tues.) and that the foreign aid authorization bill will probably be taken up on Thurs. He stated that it is anticipated that the Senate will adjourn over from Tues. to Thurs. and from Thurs. to Mon. p. 18917

HOUSE

14. OMNIBUS BILL. At the request of Rep. Gross, H. R. 7155, the administrative omnibus bill to facilitate the work of the Department of Agriculture, was passed over without prejudice and without discussion. p. 18956
15. FOREIGN TRADE. Rep. Laird criticized the administration for not ending economic assistance to countries trading with Cuba. pp. 18981-4
Rep. Libonati discussed Japanese trade policies including trade with the U.S. in textiles, etc. pp. 18984-8
16. TRAVEL. Passed as reported H. R. 1959, to authorize the transportation of privately owned motor vehicles of Government employees assigned to duty in Alaska. p. 18956
17. ELECTRIFICATION. Passed without amendment S. 1064, to amend the act redefining the units and establishing the standards of electrical and photometric measurements to provide that the candela shall be the unit of luminous intensity instead of the term "candle." This bill will now be sent to the President. p. 18958
18. RIVER BASINS. Passed, under suspension of the rules, H.R. 8667, to authorize additional appropriations for Army flood control, etc., for the Brazos, Arkansas, White, Ohio, and Columbia River Basins. pp. 18960-7
19. TAXATION; EXPENDITURES. Rep. Curtis stated that a tax cut would create incentives to earn and invest and urged a cut both in taxes and in deficits. pp. 18975-6
20. BUILDINGS. Received from the Comptroller General a report favoring more controls over manpower utilization and other aspects of the GSA buildings management activities. pp. 18989
21. MANPOWER DEVELOPMENT. The Education and Labor Committee (on Oct. 18, during adjournment) reported without amendment H. R. 8720, to amend the Manpower Development and Training Act of 1962 (H. Rept. 861). p. 18989
22. FARM LABOR. Rep. Edwards defended a consultant retained to aid in the Education and Labor Committee's investigation of the recent Mexican farm-labor bus accident. pp. 18980-1

ITEMS IN APPENDIX

23. TAXATION. Extension of remarks of Rep. Curtis stating that "tax cuts accompanied by even higher level of Federal spending will be inflationary," and inserting an article on this subject. p. A6541
Extension of remarks of Sen. Sparkman inserting an article supporting the proposed tax reduction legislation. pp. A6541-2

24. AREA REDEVELOPMENT Extension of remarks of Rep. Quie inserting a constituent's letter opposing area redevelopment programs. p. A6542
25. WHEAT. Extension of remarks of Rep. Pelly inserting a parable critical of a wheat sale to Russia. p. A6543
Extension of remarks of Rep. Brademas inserting an editorial favoring a wheat trade with Russia as being "mutually beneficial without regard to ideology or the tussling of power politics." p. A6552
26. FOREIGN FARMING. Extension of remarks of Rep. Schadeberg inserting an editorial stating that farm failures in Russia show a failure of the communist system and should be capitalized upon the democratic governments. p. A6545
27. WATERSHEDS. Extension of remarks of Rep. Harvey (Ind.) inserting two resolutions by the Wabash Valley Association, Inc., urging expedition on the hearings for the building of multipurpose reservoirs in the Wabash River Basin area by SCS and the Army. p. A6547
28. FOREIGN AID. Extension of remarks of Rep. Fraser inserting an article suggesting that "foreign aid is the cheapest way to buy security for the United States." p. A6559
Extension of remarks of Rep. Fraser inserting Eugene Black's speech, "Foreign Aid: Development Business Is Our Game and Our Heritage." pp. A6562-3
29. FLOOD CONTROL. Extension of remarks of Rep. O'Neill inserting Rep. Boland's address at the ground-breaking ceremonies for a flood control project in the Chicopee River Basin in Mass. pp. A6560-1
30. PRICES. Extension of remarks of Rep. Dingell inserting an article "pointing out the grave defects of the quality stabilization bill." p. A6563

BILLS INTRODUCED

31. LIVESTOCK; LOANS. S. 2248, by Sen. McCarthy, to amend the Packers and Stockyards Act, 1921, to provide that marketing agencies acting in good faith shall not be liable for selling livestock mortgaged under the Consolidated Farmers Home Administration Act of 1961, as amended (75 Stat. 307), until the Secretary of Agriculture has exhausted his civil remedies against the mortgagor; to the Committee on Agriculture and Forestry.
32. RECREATION. S. 2249, by Sen. Jackson, to provide for the establishment of the Indiana Dunes National Lakeshore; to Interior and Insular Affairs Committee. Remarks of author, pp. 18840-9
33. COFFEE. H. R. 8864, by Rep. Mills, to carry out the obligations of the United States under the International Coffee Agreement, 1962; to Ways and Means Committee.

0

COMMITTEE HEARINGS: Oct. 22: Establishment of public land review commission, H. Interior (exec). Federal pay bill, H. Civil Service (exec). Implementation of International Coffee Agreement, H. Ways and Means (exec).
Oct 24: Research on biological control of insects and plant diseases, H. Agriculture (Knippling and Thomas, ARS, to answer questions).

AMENDMENTS OF MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

OCTOBER 18, 1963.—Committed to the Committee of the Whole House on the
State of the Union and ordered to be printed

Mr. POWELL, from the Committee on Education and Labor, submitted
the following

R E P O R T

[To accompany H.R. 8720]

The Committee on Education and Labor, to whom was referred the bill (H.R. 8720) to amend the Manpower Development and Training Act of 1962, having considered the same, report favorably thereon without amendment and recommend that the bill do pass.

PURPOSE AND SUMMARY OF THE BILL

In his message to the Congress on June 19, 1963, President Kennedy suggested several amendments to the Manpower Development and Training Act of 1962, hereinafter referred to as MDTA. These were to—

increase the authorization ceiling and to postpone the effective date of State matching requirements * * * to lower the age for training allowances from 19 to 16, to allocate funds for literacy training, and to permit the payment of a higher proportion of the program's training allowances to out-of-school youth, with provisions to assure that no one drops out of school to take advantage of this program.

H.R. 8720 incorporates each of these proposals in modified form: (1) the State matching requirement for fiscal 1965 is waived and the act is extended for 2 additional years with the requirement that States match one-third and one-half, respectively, in fiscal years 1966 and 1967; (2) it authorizes training in education at the basic level for those unable to qualify for occupational training provided evidence exists of intention to undertake such training and for this group an additional 20 weeks of training allowances are authorized; (3) it provides for the expansion of the youth training program by lowering the age

limit for youth training allowances from 19 to 17, subject to a restriction of a 1-year waiting period for school dropouts, by increasing the proportion of youth receiving training allowances to 25 percent of those receiving allowances and restricts the youth training allowances to those in special youth training projects; and (4) for these changes one-half of the President's request for new funds, \$50 million, is authorized for fiscal 1964 and the full request, \$100 million is authorized for fiscal 1965.

H.R. 8720 also incorporates in modified form many of the proposals developed by the Select Subcommittee on Labor under the chairmanship of Congressman Elmer J. Holland after extensive hearings and recommended in its bill, H.R. 8419. Thus (1) it provides for a minor widening of the eligibility requirements for those who can receive training allowances by reducing the work experience requirement from 3 years to 2 years and by permitting payment of an allowance to any one member of a family in training if the head of the family is unemployed; (2) it shifts from the National Advisory Committee to the Secretary of Labor the authority to require, where appropriate, the establishment of local and State advisory committees; (3) it provides for a training incentive of up to \$10 a week and permits trainees to engage in part-time work up to 20 hours a week without a reduction in the training allowance; and (4) it authorizes a pilot program for labor mobility demonstration projects limited to a maximum expenditure of \$4 million and with authority for this to expire June 30, 1965. Finally, the full committee provided in H.R. 8720 for additional utilization of private training institutions in those cases where the quality is comparable and the cost to the Federal Government is lower.

NEED FOR THE BILL

The record for the first 12 months of operation of MDTA is an unqualified success. It is now clear that the target set by Congress for the 3-year program of approximately 400,000 unemployed workers retrained and placed in productive employment will be achieved.

This success comes at a time when the need for retraining may be growing far beyond the level originally expected. One of the leading makers of automation equipment, John L. Snyder, chairman and president of U.S. Industries, Inc., testified to the Senate Subcommittee on Employment and Manpower on October 3 as follows:

Last week, before a Senate labor subcommittee, a top productivity expert for the Bureau of Labor Statistics stated that the Department felt that rising productivity—another way of describing automation—would eliminate 200,000 jobs a year, or 4,000 jobs a week.

Personally, I think this is a gross underestimate of the real situation and that automation is a major factor in eliminating jobs in the United States at the rate of more than 40,000 a week, as previous estimates have put it.

Experience under the act so far demonstrates that three important changes are necessary at this time. First, to sustain the program over a period long enough to permit a fair appraisal, the present State matching requirement has to be postponed for 1 year. Second, the plight of the undereducated unemployed needs more attention and

special provision is now made for them. Third, the present provisions for unemployed youth have likewise been improved.

The inadequately trained youth represents the hard-core unemployed of today. The uneducated represents the hard-core unemployed of tomorrow. Without help they have no other prospect than as public charges, currently and in the future. Yet the bulk of these unemployed have the capacity to be helped and can be put on the road to productive employment.

The changes provided in the bill will enable the training of approximately 93,000 additional persons divided equally between youth and adults on an annual basis. For this an increased authorization of \$100 million annually is provided. Only half of this amount can be used in the remainder of this fiscal year and for that reason the increase in authorization for fiscal 1964 is \$50 million.

Other changes provided by the bill reflect the experience so far with MDTA. With one exception they do not add significantly to the costs of the program. The exception, an improvement in the training allowance, can be absorbed within the existing authorization.

BACKGROUND

This bill fully reflects the findings made after 2 months of public hearings during July and August by the Select Subcommittee on Labor, Congressman Elmer J. Holland, chairman. Full opportunity was provided for all interested persons to be heard and a total of 39 witnesses appeared. Additional statements and material were furnished for the record. These witnesses reflected a wide range of experience with MDTA and most were qualified to appraise the achievements and deficiencies of the program. All levels of government, Federal, State, and local were represented. Others came from advisory committees established under the act, business firms familiar with the program, business organizations, and labor unions.

There was a remarkable consensus, considering the diversity of these spokesmen, to the effect that the program had been launched successfully during its first year despite great obstacles. Moreover, it appears that the goals set by Congress for the 3-year program will be met. Yet witnesses, with one exception, agreed that the full potential of the retraining effort could not be achieved without expansion and modification of the act. They provided supporting evidence of the need for the changes incorporated in the bills before the subcommittee, H.R. 6991, H.R. 7000, and H.R. 7377. They also proposed many additional changes to the subcommittee.

From among these many proposals by those in the best position to judge their validity and need, the committee selected only those having the highest priority in terms of the operation of the current program. Many worthwhile changes accordingly were rejected. This simply reflects a conviction that more experience, or in a word, know-how, is required before these and more novel proposals can be considered.

There was reflected also in the committee choices, general agreement with the philosophy expressed by Dr. George P. Shultz, dean of the Graduate School of Business, University of Chicago, in a speech to the annual meeting of the U.S. Chamber of Commerce which was furnished for the record. Dr. Shultz commented as follows

In looking to the future, then, we must recognize that a great many employers find it in their interest to provide training for their employees and we can infer that such training will help those in the median age ranges and with higher educational attainments to acquire specific skills. Many more employees will receive job training this way than through any governmental program, however grandly conceived. Yet the role of the Government program is a vital one. It should help those who fall outside the natural scope of private efforts. In so doing the Government takes on the toughest problems—but these are just the problems that would otherwise be neglected. The Government program, then, should be conceived not as inassive and general, but as directed to special objectives derived from inadequate formal education and the residue of displacement left from a changing economy. The unskilled and the unschooled are most in need of help and least likely to get it from the present array of Government training programs.

The committee is aware some question may be raised as to the relationship of MDTA to the Vocational Education Act of 1963. That there may be an overlap is apparent only under superficial examination. Historically, vocational education has been available throughout the country for many years. But it had little impact upon training of the displaced unemployed for the simple reason that no adequate means were available to maintain the financial support needed by a breadwinner for his family during the period needed to complete his training. The act passed by the Congress last year was primarily to plug this void. Some 60 percent of its appropriations is spent for training allowances alone. It covers training costs, but normally these are costs of special courses set up for full-time training outside the normal operations of vocational education. Moreover, new or expanded vocational training facilities cannot be provided under MDTA. Therefore, sums spent on vocational education are complementary to the program here under consideration, since additional facilities provide more opportunity for meeting effectively the training needs of the unemployed under MDTA.

MAJOR PROVISIONS OF THE BILL

EXPLANATION AND NEED

A. Postponement of effective date of State matching requirement and extension of the act

MDTA provides for 100-percent Federal financing during the first 2 fiscal years and for 50-percent State matching of funds during the third fiscal year, beginning July 1, 1964. Continuation of any training program in any State after June 30, 1964, therefore depends on whether the State assumes 50 percent of the training costs.

Twenty-nine of the State legislatures meet biennially in the odd-numbered years. For that reason it was necessary for them to authorize matching funds during their recent 1963 sessions if they were to meet the June 30, 1964, deadline.

Only four¹ of these State enacted the necessary authorization. The 25² legislatures which took no action probably will not reconvene until January 1965. Even those meeting in January 1964 will not be able to act in time to prevent a serious decline in the program. On this issue Secretary of Labor Willard Wirtz testified as follows on July 8:

Beginning right now, however, any training program of 52 weeks will run into the next fiscal year and right up against the matching requirement. Each succeeding week that goes by from now on cuts another week from the length of the training programs that can be approved without running into the matching requirement period.

Because of the long leadtime involved in developing and approving training projects, as well as the length of many of the important courses, I must point out that the entire training program will begin to taper off early in this fiscal year in the absence of assured continuity of Federal financing.

To be forced deliberately to slow down a program which has gotten off to a flying start would be a tragic waste—and more important, a tragic elimination of a new hope and a new opportunity for thousands of jobless workers.

These facts are incontestable, and events since July have validated Secretary Wirtz' dire forecast. The reasons for State inaction likewise seem understandable. Nothing in the record developed by the subcommittee would indicate that the States lack interest in the program, have doubts as to its value, or consider the costs to be too high. Instead, consider these facts: because of delays in the granting of appropriations the program did not begin until September 1962. By then the budgets to be presented to legislatures meeting in January 1963 were in their final stages of preparation. In 10 of the 29 States with biennial legislative sessions in 1963, no MDTA training of any kind was underway in the late fall. In the remaining 19 States only 63 MDTA projects involving less than 2,400 trainees had begun by late autumn. Obviously, experience permitting a valid assessment of the worth of the program, was entirely lacking. Further it should be noted that the average training program extends for 22 weeks. Thus it was nearly mid-1963 before the early results were in. The increasing momentum of the program was not achieved until near the end of the second quarter of 1963. Full appraisal of the results in all areas of the country will not be possible until the end of 1963.

Consequently the committee has become convinced that full Federal financing for 1 more year is most urgently required. To do otherwise means the certain elimination of the program precisely at the time when graduates are beginning to emerge from training courses in sufficient numbers to provide the opportunity for a fair appraisal of the program. Having invested so much time, energy, and money so far, without being willing to continue long enough for a fair test, would be a high tragedy.

Approximately 60,000 unemployed entered training during the first fiscal year. Currently, training is proceeding at the rate of 108,000

¹ Connecticut, Kansas, Montana, and Tennessee.

² Alabama, Arkansas, Florida, Idaho, Illinois, Indiana, Iowa, Maine, Minnesota, Missouri, Nebraska, Nevada, New Hampshire, New Mexico, North Carolina, North Dakota, Ohio, Oklahoma, Oregon, South Dakota, Texas, Utah, Vermont, Wisconsin, and Wyoming.

trainees per year. Training capacity and accompanying knowledge is sufficient to provide confidence in our ability to train over 200,000 during the third year of the program. Thus the original goal set by Congress of approximately 400,000 unemployed retrained within the 3-year period now appears to be realistically in sight.

For this purpose a total authorization of \$161 million for title II for the third year was provided. But to achieve this training goal State matching for an equal amount was contemplated. Therefore, if State matching is postponed, as proposed by this bill, provision must be made for the assumption of the States share during the third year. This is provided by the bill.

However, in the opinion of the committee Congress should at this time clearly preserve and reinforce the principle of State matching in MDTA. Therefore, simple waiver of the third year matching by States is not accepted. There is no disagreement with the fundamental soundness of the concept of shared financial responsibilities. Manpower development and training involves both national and local responsibilities. The unemployed reside in the localities. This is where job opportunities in the main are to be found. Only local agencies are in a position to determine these opportunities and provide, through training, for the matching of the worker and the job. Witness after witness when questioned confirmed the necessity for State financial support. Few were prepared to argue for full Federal responsibility. To most, State support seemed essential if the program is to be both effective and efficient. The committee, therefore, reaffirms its continued adherence to the principle of State matching.

The present bill is designed to make this possible. By extending the act for 2 additional years and providing for State matching of one-third and one-half, respectively, in fiscal 1966 and fiscal 1967 the committee believes a realistic proposal is provided. Waiving the State matching requirement for fiscal 1965 will provide sufficient experience with the program so that the Federal and State Governments can evaluate the results. If these prove to be favorable, the States will have sufficient time to act to provide for the continuation of the program. Moreover, the pressure on the financial position of the States is lessened since the stepup to the original level of 50 percent contemplated is spread over 2 years.

In making this proposal the committee is aware that its intentions can be misinterpreted. It should be understood that at no time during the deliberations of the subcommittee and full committee was there any consideration given to the possibility of full Federal financing. Instead the commitment to State matching was accepted without question. There remained only the problem of devising a realistic means of achieving this goal. This, the committee believes, is provided by the bill. Therefore, it should be explicitly understood by all concerned that the committee has given full consideration to possible contingencies and cannot foresee any circumstances arising that would require further modifications in the State matching requirements.

B. The youth training program

The bill proposes changes designed to strengthen and broaden the youth training program. The enthusiastic response to the youth training program and its demonstrated potential in meeting the serious youth unemployment problem have convinced the committee that the program should be expanded.

From May 1962-63, the number of workers in the labor force increased by 1.2 million but only 900,000 new jobs were available. There was a resultant increase in unemployment of 300,000. Nearly the entire impact of this rise in joblessness was felt by the 16 to 19 year old youth in the labor market. Their unemployment rate rose to over 20 percent, approximately four times the rate of the adult labor force.

The record of youth unemployment for recent years during the month of October is presented in the following table:

TABLE 1.—*Unemployment of persons 16 to 21 years old, not enrolled in school, by age and sex, October 1959-62*¹

Age and sex	Number unemployed (in thousands)				Unemployment rate ²			
	1962	1961	1960	1959	1962	1961	1960	1959
Both sexes, total, 16 to 21 years.....	601	708	652	607	11.4	13.5	12.7	12.9
16 and 17 years.....	84	118	117	121	16.8	20.9	18.6	21.4
18 and 19 years.....	277	340	315	279	12.6	14.9	14.8	14.2
20 and 21 years.....	240	250	220	207	9.4	10.5	9.3	9.5

¹ "Special Labor Force Rept. No. 34," U.S. Department of Labor, Bureau of Labor Statistics.

² Percent of civilian labor force who were unemployed.

This record for the month of October is most relevant as it does not include youths seeking work during the summer vacation period. For October 1962, these youths, 16 to 21 years old and out of school, comprised only 7 percent of the labor force. Those who were jobless, however, accounted for 18 percent of the unemployed. It should be noted that these facts understate the true magnitude of the problem. Among boys 16 to 17 years old who have left school, only three out of four were working or seeking work. Hence there are tens of thousands of youths who are excluded from the official unemployment statistics presented above who are out of work and not in school.

This situation is certain to grow worse in the near future. The postwar baby crop is now beginning to reach working age. One million more young people will have become 16 in 1963 than reached that age in 1962. Although a steadily increasing proportion of young people have graduated from high school in the last 30 years at the same time changing technology is eliminating, at a faster pace, the unskilled jobs which traditionally provided work opportunity to those not completing their education. More than 5½ million new young workers will be seeking work between now and the end of 1965. Among these will be approximately 2 million school dropouts.

Three-fourths of all school dropouts in 1962 were 16 to 17 years old. Age 16 is the most common age for leaving school. Among nonwhites the rate is disproportionately high. In 1962, 57 percent of the nonwhite youth, 20 to 24 years of age, were dropouts. Yet, the corresponding rate for white youths of 28 percent is also too high. It is alarmingly true, as Secretary Wirtz has observed, that the dropout in our present society is committing economic suicide. The committee hopes that other programs will in time reduce the dropout rate to manageable proportions. In the meantime the Nation faces a current problem of crisis proportions. Dr. Conant has aptly characterized the present situation as social dynamite.

The Chief Executive in his message of June 19, 1963, followed the recommendation of the President's Committee on Youth Employment in its report of April 1963 and proposed lowering the age limit for training allowances to 16, subject to reasonable precautions to avoid the allowances becoming an incentive for those in school to dropout.

The record demonstrates that training allowances are essential to certain disadvantaged youths if they are to enter training programs. Those who have dropped out of school did so for reasons not necessarily related to their intellectual potential. Frequently, they come from a severely impoverished environment which has corroded their motivation. For this limited group the training allowance becomes essential to an effective training program. Lacking financial resources, these youths do not have access to the minimum sums required for carfare, food, and clothing and other expenses incurred during the training period. Moreover, the training allowance provides a favorable stimulus that can develop and sustain the interest required for successful training.

In the current program, Congress restricted training allowances to youth ages 19 to 22, and further restricted the proportion of the funds that could be used for such purposes to 5 percent of the total. Based on experience thus far this 5-percent limitation can be usefully raised.

Given these facts and in the light of the experiences so far encountered, the bill provides for urgently needed expansion of training provisions for out-of-school and out-of-work youth. It does this by reducing the age limit for use of the youth training allowance from 19 to 17. In proposing this change, the committee has recognized the necessity for developing safeguards to prevent any encouragement to youths to drop out of school so as to enroll in the training program, as follows:

First, at least 1 year must elapse before the school dropout becomes eligible for the training allowance. Second, the bill requires that local authorities are to use all appropriate procedures to secure a return of the youth to school and only after these have failed will the youth be eligible.

The committee is well aware of the fact that nearly every witness in the hearings supported the reduction of the age limitation to 16 and a waiting period for the dropout of from 3 to 6 months. It should be emphasized, however, that there is no waiting period for training itself. The waiting period applies only to eligibility for training allowances. The committee further recognizes the concern expressed by those currently working on youth projects over the possibility that a longer waiting period may contribute to the development of juvenile delinquency, thereby making more difficult subsequent training of the youth. Offsetting these possible dangers, in the committee's view, are the advantages that may be gained with a longer waiting period in terms of demonstrating to the youth the need for additional training if he is to qualify for meaningful job opportunities. Since most dropouts occur at age 16, the provision of a 1-year waiting period will make them eligible for training allowances at the new minimum age limit of 17.

The bill further provides for a change in the present ceiling of 5 percent of total funds for youth training allowances to a figure of 25 percent of the total trainees receiving allowances. The shift from a percentage of funds to the number of trainees provides for a simpler method of allocation. The 25-percent figure will permit approxi-

mately the same number of trainees as that contemplated by the President's proposal for a figure of 15 percent of total training allowance funds.

The President further proposed that \$50 million additional funds be authorized annually so as to provide for the expansion in the youth training program. This additional money, which the committee recommends, would support an increase in the number of youth trainees from the approximate 10,000 at present to a rate of nearly 60,000 for the end of the current fiscal year. It is a point of outstanding significance, however, that this substantial increase will provide training for about 10 percent of the out-of-school and out-of-work youth.

Further, it should be noted the use of training allowances is restricted to those youth "who require such training allowance in order to undertake training," and "who are referred for training in accordance with section 202(b)." Section 2(b) of the bill contains the language of new section 202(b) of the act referred to above. This merely clarifies the authority already given to the Secretary to provide a special program for the testing, counseling and selection of youths by addition of the word "referral" and by specifying that the youths for whom this special program shall be provided are those "who because of inadequate educational background and work preparation are unable to qualify for and obtain employment without such training and schooling."

Recognition is thereby given to the broad differences existing among the unemployed youth. Those most seriously impoverished require special treatment if the training effort is to succeed. For them counseling must be enriched and made more extensive. Deficiencies must be analyzed and then corrected. Other developmental work in the area of basic work skills may be necessary prior to specific occupational training. These youth simply are not ready for, nor could they adjust successfully to, the more standardized occupational training programs. For them special tailor-made programs are essential if the objective of successful employment is to be achieved. Since their needs are diverse and no single pattern will fit them all, maximum flexibility in approach, as authorized in this bill, is essential.

Other youth, less severely disadvantaged, can and do enroll in regular occupational training programs established under MDTA. Administrative convenience may at times produce separate classes of youth and adults preparing for a particular occupation. Yet no fundamental changes in content or approach are thereby required. In these cases, the committee is convinced that provision for a training allowance to the youth is not required. Their position in this respect is similar to that of the unrelated and unemployed adults for whom training opportunities only are provided.

The training allowance, in other words, is not automatically available to every trainee. The committee continues to support the original philosophy of the act which was reflected in the provision of a training allowance for those whose need was greatest. One example is adults with family responsibilities. Similarly the committee recognizes the need for the use of a training allowance in those cases where training might not otherwise be feasible such as the undereducated and disadvantaged youths.

It should be noted that the distinctions outlined above conform to the general practice of the Secretary of Labor under the act. Training allowances are already restricted to those youth for whom special programs are necessary. Hence no major shift in policy is required. It is expected, however, that effort may have to be directed to the question of providing in practice for meaningful and careful distinction of the special and regular programs required by this bill.

C. Basic education provision

Certainly one of the principal expectations of Congress at the time MDTA was passed, was that hard-core unemployed could be salvaged and returned to productive employment. Yet, when available job opportunities are discovered and the necessary training program devised, the vast majority of the unemployed cannot pass entrance examinations. In fact, large numbers cannot even be tested since they are unable to read or write. The original act was written carefully to insure that only those with a reasonable expectation of success would be accepted for training. Nationally, only one in eight of the unemployed have qualified. The chairman of the Indiana Manpower Advisory Committee, Mr. Franklin D. Schurz, provided testimony regarding a survey in South Bend, Ind., which revealed that 60 percent of the unemployed in that area could not qualify for projected training courses because of inadequate educational attainment.

The problem is illustrated very clearly by the figures given to the committee on the educational attainment of the unemployed. Twenty percent, or 800,000, have not completed the eighth grade in school. Another 16 percent, 640,000, have only an eighth grade education.

Three percent of MDTA trainees so far have come from among those with less than an eighth grade education. In the opinion of the committee the success of the retraining program at higher levels has demonstrated that we can now focus effectively on the even harder "hard core" of unemployed. These are the least educated and least usable workers in today's world. Without opportunity this group is predictably doomed to a lifetime of joblessness and dependence upon public assistance.

Mr. Raymond M. Hilliard, the director of Cook County Department of Public Aid in Illinois, has calculated the probable cost to society of such continued dependency to be in the neighborhood of \$30,000 for a single individual. If they can be salvaged at a moderate cost of \$1,200 to \$1,500 the financial saving to society alone can be significant.

The central question is whether this group is potentially employable. On this question the evidence is overwhelmingly yes, provided we are willing to eliminate the educational deficiencies preventing their training. Cook County, under Mr. Hilliard's direction, has pioneered in this effort. By the end of the year, according to his testimony, they expect to have 20,000 able-bodied and potentially employable welfare recipients in basic education training. That this program is working was amply demonstrated in the evidence Mr. Hilliard presented to the subcommittee. A brief excerpt provides some examples:

In carrying out this program, I have witnessed some deeply moving scenes. I think of a boy who brought his father for the first night and who helps him with his homework and also of the 50-year-old man writing his name for the first time and

then writing it over and over again. Or there is the father of 13 who dropped out of school 38 years ago in the third grade and who entered our literacy program, and in the space of 5 months raised himself or was lifted to a point where he passed an eighth grade examination and was awarded his elementary school diploma. On his graduation night, he remarked, "No kid of mine will ever drop out of school." He now has a good job and is also attending high school where in night classes he hopes to get a diploma in 2 years.

This new program has, for the first time, brought hope to these people and this new hope is education itself. In Chicago, we have seen the new light of hope radiate from the faces of our welfare recipients. I wish that members of this committee had been with me to attend a recent graduation of 211 adults from the eighth grade and had seen the face of each, beaming with pride, illuminated with hope, as he or she received an elementary school certificate. I wish that you could have been with me to see 25 men go off relief in a body at a graduation exercise of a class where they had learned to become Yellow Taxi drivers; 266 former recipients have now received this training and 215 are currently employed. Many of these men were able to qualify because they had been taught to read and to write in our basic literacy classes and, as a result, they could make out trip sheets, write receipts and reports and read street signs.

Similar findings have emerged from special or demonstration projects which were designed to test the feasibility of training for illiterate and semi-illiterate adults. One of the most important of these experiments is underway at Virginia State College. Ninety men past the age of 25, including among them 50 who had exhausted their unemployment compensation and who could not have qualified for normal training, were placed in a special MDTA program. Because of inadequate education it was found that they would need a full year's training. A combined program was provided enabling these men to improve their educational skills while they were learning the job skills required to become electronic technicians, brick masons, automobile mechanics, sheet metal workers, and building maintenance men; Within 6 months those of the group, 40 percent, who had less than 7 years of schooling had averaged a gain of almost 2 school years in reading ability.

ELIGIBILITY FOR BASIC EDUCATION TRAINING

The bill proposes to provide greater opportunity for those now excluded from training by extending the period for which training allowances can be provided for another 20 weeks. Only those who cannot enter any occupational training because of inadequate education will be eligible for this additional training. The purpose of the provision is to make possible the development of the basic education skills which are required if a person is to qualify and benefit from any occupational training. It is expected that in the usual case this will involve special training in the general area of reading, writing, language skills, and arithmetic. The committee believes additional restrictions are unnecessary since the term "basic" can in the context of a training program be readily distinguished from advanced work.

To the extent the latter is found necessary, it qualifies more appropriately within the present provisions for occupational training. Those to whom the proposed provision applies face the quite different problem of developing their educational pretraining skills to the level required for entry into any occupational training. With this objective of the amendment establishing the distinction between the purpose and nature of basic education skills and those which are part of occupational training, the committee believes there will be little difficulty in practice in determining the precise content of the basic educational program which may need to be provided for a particular group of trainees.

Moreover, the proposal provides for necessary flexibility so that a wide range of possible combinations can be utilized. Committee members were impressed during the hearings with the success that has been achieved at Virginia State College in a program providing for simultaneous education and skill training. But there may be other situations where more success could be achieved by having the education training precede occupational training. No attempt was made by the committee to prejudge this question since it is possible either approach may work in some situation but not in others. Where the education training precedes occupational training, however, the bill provides that those referred must indicate their intention to subsequently enter occupational training. In these cases, too, it is provided that precise determination of occupational objective need not be made before the educational training begins, provided the Secretary has reasonable assurance that the level of educational training achieved will permit the trainee to enter occupational training of a type for which reasonable expectations of employment exist. The same test applied to other trainees remains, therefore, but unnecessary rigidities are avoided.

For the same reasons that flexible combinations of training are permitted, the bill also permits flexible use of the time permitted for training. The extended period of training permitted for this group simply recognizes that more time is required if they are to be made employable through basic education added to occupational training. How it is to be used can only be determined by those who are most familiar with the needs of the group to be trained and the requirements of the ultimate job situation. For some a few weeks of basic education training, followed by 15 to 20 weeks of occupational training may be sufficient. Others may require 7 or 8 months of basic education before a similar period of occupational training.

For this expanded program the President recommended an appropriation of \$50 million on an annual basis and this is recommended by the committee. It is estimated that these funds will permit the training of 47,000 annually.

D. Training allowance

Section 3 of the bill provides for some needed adjustments in the training allowance provisions of MDTA. The necessity for these was amply demonstrated by witnesses during the hearings. The present level discourages many unemployed from undergoing training and is not sufficient to retain those who enter training if the opportunity for even a casual job arises while in training. Most trainees have family responsibilities. Normally having experienced a period of unemployment before entering training they cannot be expected

to have sufficient resources available to support themselves and their families while in training. Moreover, the training itself imposes additional costs that would not otherwise be encountered in the form of transportation, food away from home, clothing, and incidentals. Those with sufficient motivation to undergo the burdens of training ought not to be impeded or penalized by being placed in a worse position, as a result of such extra costs, than if they had remained on unemployment compensation. Therefore, to provide in part for those costs which are a practical necessity and thus reinforce the incentive to enter training, the Secretary is authorized to pay a training bonus of up to \$10 a week over the current average level of unemployment compensation for the State. It should be emphasized that it is the committee's intent that up to \$10 in excess of the average unemployment benefit is to be paid only where the training allowance is so low that it is jeopardizing the ability of the individual to maintain training.

In addition trainees are permitted by the bill to engage in nominal part-time work up to 20 hours a week without a reduction in the training allowance. Beyond that amount the hourly earnings for the excess hours will be deducted from the training allowance. The purpose of this provision is to provide a flexible offset rather than a penalty for initiative. As a by-product this will reduce some of the pressure on trainees to drop out whenever part-time work becomes available. The resultant saving to themselves and to the government should be significant.

E. Advisory committees

Section 5 of the bill provides for changes in the present provisions of the bill. Presently the National Advisory Committee is given the authority to encourage and assist in the organization of these committees. Yet, this body which meets twice a year is hardly in a position to exercise this authority. As a result, only limited development has occurred. Wherever such committees are established, as demonstrated by testimony from the members of such bodies to the subcommittee, their contributions to the scope and success of the program has been impressive. Knowledgeable individuals representative of various sectors of the economy, serving in a volunteer capacity, are the best guarantee of both a wise and efficient utilization of the funds provided for MDTA. Therefore, the committee has become convinced that such bodies should be established at the local and State or regional level wherever appropriate and their advice sought before projects are approved. Authority for this is, therefore, transferred to the Secretary of Labor since this fits in with and is necessary to the discharge of his other operating responsibilities. While the Secretary is directed to establish such advisory committees it is recognized there might be situations such as rural areas and small towns where establishing such a committee would be difficult and serve no useful purpose. Therefore, such committees are not required if in the Secretary's opinion they are not appropriate. Even here, however, it is expected that at some higher level an appropriate and representative advisory committee would be established and could thereby be called upon for advice on the projects being developed.

F. Labor mobility demonstration projects

Section 5 of the bill provides authority for a pilot program of limited experimental work with relocation allowances and loans for

the period ending June 30, 1965. For this purpose 2 percent of the appropriated funds of \$4 million, whichever is less, is provided.

At the time of the original formulation of MDTA, proposals for relocation allowances received strong support before the committee. Without experience to provide guides, the committee ultimately concluded it would be premature to provide this authority. In the recent hearings on amendments to MDTA support for this authority in one form or another was overwhelming. Only one witness was opposed. As is well known, several European countries have found the provision for relocation allowances to be a vital element in overall manpower programs. And academic experts seem to agree that similar provisions are adaptable to the American environment and would be of great value. Given this virtual unanimity of opinion and informed judgment, the committee believes limited authority to conduct experimental work should be provided. From this experience it can then be determined whether this assistance should be provided on a wider basis. If it should be decided to provide such authority, the experience permitted by this will provide the guidelines this committee will require in developing its legislative recommendations.

OTHER PROVISIONS OF THE BILL

A. The preamble

Section 1 of the bill provides for the insertion in the preamble after the words "sought out and trained" the words "as quickly as is reasonably possible" and the insertion after "afforded to these people" the words "with the least delay." Though the committee was satisfied with the achievements of those administering the program it was also impressed by the evidence presented by some witnesses regarding delays, obstructions, and confusion. Perfectly valid explanations may be provided and the instances may well be the isolated cases to be expected in a new program. Nevertheless, the change will serve as a reminder of the intention of Congress that this program be given a high priority. Therefore, it is to be expected that the respective Secretaries will maintain strict overall control of the direction, guidance, and policy of the program in order to insure as rapid progress as can be provided. Finally it is the committee's strong desire that a greater need for urgency be impressed upon all personnel connected with the program.

B. Reduction in eligibility requirements

Section 3, subsection (b), provides for some modest changes in the eligibility requirements. First, the present requirement for 3 years' work experience is reduced to 2. Relatively few individuals will be affected. Second, the head of household provision is modified to the extent of permitting a member of the family, where the head is unemployed, to receive a training allowance. Only one person in the family group will be permitted to receive an allowance at any one time. Again, relatively few individuals will be affected.

C. Reports

Section 9 of the bill provides for a change in the due date of the reports to Congress by the Secretary of Labor and the Secretary of Health, Education, and Welfare. The additional reports result from the extension of the MDTA provided by the bill. The committee believes they are essential to its continuing responsibility for appraising the results of a major new program such as this. The purpose

of the change in the due date, by 1 month, is to prevent repetition of the experience wherein there is conflict in date between the preparation of the required report to the President and subsequent report of the President to Congress and the entirely different reports required of the Secretaries.

D. Private training institutions

Section 6(b) of the bill liberalizes the provision relating to the use of private training institutions. It should be noted that there are many private insitutions with excellent reputations that have stood the test of time. With facilities in being and trained personnel on hand most are in a position to provide immediate training of the type required by the program. Yet, despite congressional expectations, they have not been used widely. Two factors produced this result. The present language read literally appears to exclude their use except in the extremity of absence or inadequacy of public facilities. Hence, many private institutions have not offered the use of their facilities. Second, many States have reinforced this literal impression of the language thereby further discouraging the use of private institutions.

To remedy this situation the bill substitutes for the present language criteria to govern the use of private institutions. Specifically, States are authorized to contract with private institutions whenever "such institutions can provide substantially equivalent training with reduced Federal expenditures."

The Secretary of Health, Education, and Welfare retains overall supervisory responsibilities and can be expected to prevent any abuses in the exercise of this added authority. Thus the present MDTA provides in section 231 among other things for "continuous supervision of the training programs conducted under the agreement (with the State) to insure the quality of an adequacy of the training provided, protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title." Under this authority the Secretary can develop further the principle of cost competitiveness between public and private institutions provided by the bill and develop the controls required to insure compliance with the criterion of comparable quality.

COSTS

Section 7, subsection (b), provides for increased authorizations for fiscal years 1964 and 1965 and new authorization for the extension of the MDTA through fiscal year 1967. To expand the program along the lines suggested by the President and to provide thereby for the training of an additional 93,000 youths and adults, additional annual authorizations of \$100 million is provided. Since full utilization of this new authority cannot be reached in the current fiscal year only one-half of this amount or \$50 million is authorized.

The increase in the training allowance, in the event the full program contemplated by the MDTA is reached, is estimated to involve costs of from \$35 to \$40 million. The committee does not believe it is necessary to increase the authorization to provide for these costs and expects that this amount can be absorbed within the existing authorization. Moreover, other additional changes provided by the

bill will either involve no costs or be so modest as to be readily absorbed within the existing authorization.

For fiscal year 1965, as previously noted, an increase in the authorization of \$161 million is required as a consequence of the postponement for State matching for 1 year. Therefore, the total authorization for fiscal year 1965 will be increased to \$422 million. In the 2-year extension it is expected the program will be maintained at the level achieved in fiscal year 1965. With the new State matching provisions, however, the Federal authorization is reduced to \$281 million in fiscal year 1966 and to \$211 million in fiscal year 1967.

Only changes in the authorization for title II as noted above are provided. Existing annual authorizations for title I and title III are continued unchanged.

OTHER COMMITTEE FINDINGS

Various other problems were brought to the attention of the subcommittee by witnesses. None of these appeared sufficiently widespread or so severe as to require amendments to MDTA at this time in the opinion of the committee. Rather they reflected misinterpretations of MDTA or presented problems for which administrative solutions are readily available. Though legislative action is not required, in fairness to these witnesses some explanation on the following points is deemed desirable.

A. Reasonable expectations of employment

The present MDTA requires (sec. 202(d)) that this test be met before a person is selected for training in an occupation. The principle is obviously sound as the objective of training is employment, not training. In practice, however, some problems have been encountered. Representatives of the Pittsburgh Chamber of Commerce, for example, contended local authorities were requiring employment commitments from local employers before approving a training project. To the Pittsburgh Chamber of Commerce this practice appears so rigid as to be self-defeating and rightly so. Here is but one instance of the effort by Congress to provide for maximum flexibility in MDTA. The term "reasonable" is nowhere defined. Yet, common usage and the deliberate choice of the word would suggest that Congress had in mind emphasizing the need for securing relevant information and the exercise of careful judgment. By no means can the word be stretched entirely from its normal meaning to imply certainty.

In addition the nature of a training program requiring leadtime and plans made months in advance must proceed at a steady pace. The valleys of the business cycle, which inevitably contract employment opportunities, must not impose short-run restrictions on training activities necessarily related to long-term considerations.

"Reasonable" must also be interpreted differently depending on the circumstances. Thus to make this determination initially for a particular occupation may require an employer survey. For subsequent projects, experience may be a sufficient guide. In other instances, a general skill survey will suffice. In still others, evidence developed from national sources or even comparable localities may be sufficient. Moreover, with developing experience, it should be possible for the Secretary to determine the kind of skill development for which training is to be provided. This will permit a partial reversal of the process,

as some witnesses urged, so that the unemployed can be tested and counseled in order to determine their potential. With this information in hand those training courses best suited to their abilities and interests, but for which there is a reasonable expectation of employment, can be provided. In all cases, the wide knowledge of the informed individuals brought together on an advisory committee (otherwise provided for by H.R. 8720) can be tapped to determine information needs and to appraise the results.

Finally, we must reemphasize the role of judgment in the process. To rely on judgment, even expert judgment, requires candid recognition of possible errors. This risk can be reduced through experience but not entirely avoided. On the other hand endeavoring to reduce or eliminate the need for judgment in an effort to avoid error can only have the result of raising costs prohibitively through more and more information gathering. The resultant slowdown in the pace of the program may make it ineffectual. Obviously a balance between these risks is required and securing such a balance returns us full circle to the concept of "reasonable" once more. There can be no other test if the challenge is to be met with imagination and dispatch.

B. Occupational training

Some difficulties concerning the meaning of occupational training have been brought to the attention of the committee. Very rigid and narrow interpretations were applied in many areas during the early stages of the program. Most of these issues have now been resolved by the recent policy statement of the Under Secretary of Health, Education, and Welfare. It should now be clear that the training program need not be limited to the traditional curriculum developed for a particular occupational training program. Since the objective of the program is to enable the unemployed to acquire the skills and knowledge needed for available jobs, success in this effort requires a careful appraisal of their full training needs. Therefore, if some accompanying "academic" work is required as part of the skill needed to qualify for a job, then inclusion of such work in the training program is entirely in order. For the unemployed, occupational training cannot and must not be defined in such a way as to exclude such related instruction. With sufficient administrative flexibility these needs, if they cannot be met by a particular training institution, can be provided by contracts with related educational institutions.

Individual needs of trainees in a particular program may well vary. The standard program normally requires 30 hours of training a week. This can be tailor made to fit the common needs of the trainees and the occupation. With ingenuity additional individual needs may be met by utilization of existing educational programs through referral of the trainee.

While we believe "occupational training" embraces necessary related "academic" instruction, we also believe there are some limits that should be observed. Thus to take an extreme example we are convinced "occupational" does not embrace "professional" or a "pre-professional" training. Normally professional training requires college and postgraduate education. Certainly we could expect to find some valid cases of the need for and the potential of retraining at this

level. Yet such needs, if they exist, lie outside the confines of the present act.

Finally it should be noted that the administration proposed to permit training programs imparting "basic work skills." These were described by Secretary Wirtz as "skills or techniques which by themselves do not qualify a person for a specific occupation but constitute integral parts of the knowledge necessary to proper performance." These were further described as "those skills that are common and necessary parts of a whole range of occupations but do not themselves constitute a specific occupation." The committee accepts and indeed urges the necessity of such training. However, in the committee's view no change in the present language is required. Within the context of the act, occupational training as noted earlier, necessarily is "tailormade" training. Specific training for a particular occupation is the central ingredient. But any additional knowledge required to make this training effective, so that employable graduates are produced, is to be encouraged. In connection with the special youth programs this broader interpretation is especially relevant.

C. Local and State priority in training

The present act (sec. 202(b)) requires that priority for training be extended to persons to be trained for skills needed, first, with the labor market area in which they reside, and second, with the State of their residence. Many witnesses contended this provision should be deleted in its entirety. It was argued this had prevented the training of persons in skills that are in short supply nationally but for which no local need could be demonstrated. Some asserted this had prevented the training of persons in an area bordering on a neighboring State for jobs available in that State.

Little of consequence would attend such a change. In practice these priorities could be expected to be observed since local agencies and advisory committees would have these preferences. More important the change is not necessary. The present language speaks only of two priorities. Other training possibilities are not thereby excluded. Thus, it is possible for a local area, unable to find job opportunities for its unemployed locally or within the State, to train persons for jobs elsewhere. The only restriction would be the requirement in section 202(d) that the trainee evidence a willingness to move outside his area of residence in order to accept employment.

D. Apprenticeship needs

Some witnesses, noting the declining numbers of apprentices and the fact that a minimal amount, probably 10 percent, of our skill needs in the apprenticeable occupations are being met, urged greater attention to this area. Some promising experimental work with preapprenticeship training courses is already underway. These projects may increase the number of apprentices.

What seems to be required, however, if we are to make progress, is careful study over an extended period by all groups concerned with this area. In the opinion of the committee it would be appropriate for the National Advisory Committee to establish a representative study panel. This panel could be given the responsibility for preparing recommendations to the National Advisory Committee. This is in line with evolving practice since the National Advisory Committee has begun to establish panels with similarly assigned responsi-

bilities for defined problem areas. The work of these study panels provides the basis for the proper exercise of the responsibility of the National Advisory Committee to "make recommendations to the Secretary relative to the carrying out of his duties under this act."

E. On-the-job training

This phase of training received considerable attention during the hearings. In part this interest reflected the original expectations when the act was adopted envisioning a sizable role for this type of training. These hopes have not materialized. For this situation a number of explanations might be offered. Most compelling, however, is the fact that this program was delayed. The operating procedures had been announced shortly before the hearings began. Without more experience to go on, it was concluded that legislative appraisal would not be fruitful at this time. In view of the continuing interest of so many witnesses in this subject, it is recommended that a subsequent manpower report of the President include a thorough review of this area. Once the problems and accomplishments have been documented legislative appraisal may be in order.

F. Local and State planning needs

Universally those connected with the local operating agencies expressed concern over the present system of allocating money only after a program is approved. Exploratory investigation and other developmental work is not reimbursed unless success in the form of project approval is achieved. Knowing this, local authorities hesitate to venture too far from proven paths. Hence an unknown amount of opportunities remain untapped. The committee has been reassured that these complaints are partially groundless and that in any event budget planning has been revised so as to provide solutions. To the extent this proves to be true it will be welcome to all concerned. Nevertheless the existence of such complaints suggests that continuing attention to these matters is required if the imagination and spirit of experimentation so essential to success is not to be inhibited.

G. Administrative relationships

The complex nature of the training task required an equally complex set of administrative arrangements. Separate but interrelated responsibilities were assigned to the Secretary of Labor and the Secretary of Health, Education, and Welfare. Operating responsibilities in turn are assigned to local and State agencies in the employment and education fields. Admittedly the task of insuring efficient and fruitful working relationships is a difficult one. Indeed it is remarkable that so few problems have arisen. Those witnesses most familiar with the actual operations were most complimentary regarding the fine working relationships that have been developed. Therefore the committee is satisfied that the complex set of governmental relationships provided in the act is a workable one. And the committee is convinced that the approach followed by Congress in providing for maximum flexibility to these agencies in the operation of the program remains a sound one.

Section 303 of the act sets forth in positive terms the requirements for full use of available services or facilities of other agencies so as to avoid unnecessary expense and duplication of functions. The language of this section makes these obligations clear. Despite this, some

examples have been brought to the attention of the committee suggesting the requirements are honored in the breach. This reminder, that the intent of Congress, as set forth in this section, cannot be avoided, may be sufficient.

However, the severity of complaints regarding the counseling and selection functions requires some additional comment. Counseling of the unemployed and prospective trainee is assigned to the Secretary of Labor. This activity in the field is usually carried by the Employment Service. Yet there are many instances where this counseling might be provided, with improved results and at a lower cost, by utilization of available counselors within the educational system. In such instances cooperative use is to be encouraged, in keeping with the general instructions of Congress, rather than obstructed. Since these problems were brought to the attention of the committee we urge that the Secretary of Labor and the Secretary of Health, Education, and Welfare investigate this further so that abuses, if any, can be promptly eliminated.

In this connection it should be noted there is wide recognition of deficiencies in the present performance of the counseling and guidance functions. Some witnesses have brought these to the attention of the committee. The National Advisory Committee was already aware of the need for improvement and responded quickly by establishing an expert panel to review and make recommendations concerning counseling, guidance, and testing activities. The committee shares this concern. We recognize the prospects for success of the entire training effort can be affected critically by the quality of the counseling provided the unemployed worker. We are confident administrators will be alert to the possibilities for administrative implementation of the suggestions of the study panel. To some extent, however, further legislation may be needed and the committee expects to undertake a full review following the completion of the work of the study panel.

H. The role of special or demonstration projects

The most encouraging findings of the committee relate to the unique and critically important contributions being made to the program by these projects. These pioneering programs embrace both youth and adults. Through them research is undertaken and new techniques developed. Results of this research may open up promising new avenues of approach to the training problems of the disadvantaged groups in the work force. Since the Department of Health, Education, and Welfare carries the responsibility for training it should develop more fully, than it has, its participation in this research.

Among the most promising efforts have been those that provide training components to programs utilizing a wide variety of public and private groups in a combined attack on a group of related problems. That these have been successful was abundantly demonstrated during the hearings. In fact evidence from these projects provided the most convincing proof of the need for and the feasibility of making the changes provided in H.R. 8720. Throughout, the committee was impressed with the inventiveness, the scope, and the promise evident in these projects. Since increased knowledge and experience is our most critical need at this juncture in the development of a major new program, the committee urges that the present role assigned to these special projects be continued, and if possible, expanded.

I. Toward a positive labor market policy

The urgent need for the development of what is becoming known as a "positive labor market policy" is now becoming widely recognized. Much more is required if this concept is to become a reality. To this achievement the MDTA program makes important contributions. The training program is an important element. On this E. Wright Bakke in his recent book "A Positive Labor Market Policy" included in his summary the following:

4. The bringing into the foreground of public, particularly legislative, consciousness of a positive approach to unemployed manpower resources more conducive to economic health and growth than the relief approach. For example, the transformation of underutilized to fully utilized manpower, the transformation of idle to active labor reserves, the transformation of redundant to available workers.³

Also in title I of MDTA Congress specifically assigned a broader responsibility by describing the purpose of the act as requiring the "Federal Government to appraise the manpower requirements and resources of the Nation." To implement this and other objectives the Secretary of Labor is given broad authority to undertake studies, appraise our manpower development efforts, and to make reports and recommendations to the President. Similarly, the annual report of the President to Congress is expected to embrace the full range of manpower requirements, resources, utilization, and training. The opportunity and responsibility provided by this title is such that we can expect among other things to see emerging the outlines of an active and positive labor market policy.

SECTION-BY-SECTION ANALYSIS

Section 1

The first section of the bill amends section 101 of the Manpower Development and Training Act of 1962 (hereinafter referred to as "the act") which contains a statement of congressional findings and purposes. This section inserts the phrases "as quickly as is reasonably possible" and "with the least delay" in this statement to emphasize the congressional interest in the expeditious implementation of the programs provided for in the act.

Section 2

The first two subsections of this section provide for transferring the provisions in the present law relating to special youth programs from subsection (a) of section 202 to a new subsection (b). The act now directs the Secretary of Labor, whenever appropriate, to provide a special program for the testing, counseling, and selection of youths, 16 and older, for occupational training and further schooling. The amendment would limit this program to youths who because of inadequate educational background and work preparation are unable to qualify for and obtain employment without such training and schooling.

Subsection (c) contains a technical amendment necessitated by the inclusion of the amendment made by subsection (d).

Subsection (d) adds a new subsection at the end of section 202 of the act. Under this subsection the Secretary of Labor, whenever

³ Bakke, E. Wright, "A Positive Labor Market Policy," Columbus, Ohio: Charles E. Merrill Books, Inc., 1963, p. 206.

appropriate, may refer for the attainment of basic educational skills eligible persons who indicate their intention to, and will thereby be able to, pursue courses of occupational training of a type for which there appears to be a reasonable expectation of employment. These referrals will be deemed referrals for training with the meaning of the act, and the persons so referred will be eligible for training allowance for not to exceed an additional 20 weeks.

Section 3

Subsection (a) of section 3 amends section 203 of the act. First, it would increase by \$10 a week the maximum amount payable to trainees, except that the allowance payable to a trainee who, but for the receipt of the allowance, would be entitled to unemployment compensation in excess of his training allowance may not be increased more than the amount of such excess. The second amendment of substance made by subsection (a) is the addition of a new paragraph to such subsection providing that the training allowance of a person engaged in full-time training under section 231 may not be reduced on account of his part-time employment if it does not exceed 20 hours a week. If the trainee works more than 20 hours a week, his training allowance will be reduced in an amount equal to his earnings for hours worked in excess of 20 hours during the week.

Subsection (b) of this section entirely revises subsection (c) of section 203 of the present law. Under the present law to be eligible for a training allowance a person must have had not less than 3 years of experience in gainful employment; the amendment changed this period to 2 years. The present law also requires that the trainee must be either a head of a household or a head of a family; the amendment retains this qualification but extends eligibility also to members of a household in which the head of the household or the head of a family is unemployed, subject to the requirement that not more than one person in any one household may be receiving training allowances at any time.

The second sentence of the amendment deals with the training allowances of youths. Under the present act youths over 19 but under 22 years of age are eligible for a \$20-a-week training allowance where necessary to provide them occupational training. Under the amendment youths 17 years of age or older (who are not otherwise eligible for allowances) will be eligible for the allowance if they require it in order to undertake training, and if they are referred for training in accordance with section 202(b), discussed above. However, training allowances may not be paid to any such youth who has not graduated from high school, unless the Secretary of Labor is satisfied that he has continuously failed to attend school for 1 year and that the local authorities, after pursuing all appropriate procedures including guidance and counseling, have concluded that his school attendance is not practicable under such circumstances. Under existing law not more than 5 percent of the estimated total training allowances paid annually may be paid to youths under this provision. The amendment provides that not more than 25 percent of the persons who are receiving payments under the act may be youths under the age of 22.

Subsection (c) of the bill amends subsection (b) of the act which relates to State matching of training allowances. Under the present law after June 30, 1964, amounts paid to a State for training allow-

ances (or as reimbursement for unemployment compensation) will be paid on the condition that the State bear one-half of the amount of such payments. The amendment provides that for the fiscal year ending June 30, 1966, any amount paid to a State for training allowances (or as reimbursement for unemployment compensation) must be paid on condition that the State will bear one-third of the amount of such payments, and that for each of the succeeding fiscal years the State will bear one-half of the amount of such payments.

Subsection (d) of the bill amends paragraph (2) of subsection (h) of such section to make a conforming change relating to matching in connection with reimbursement of railroad unemployment insurance accounts.

Section 4

Section 4 amends section 205 of the act which relates to advisory committees. Under the act the National Advisory Committee created by this section is required to encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups and may provide assistance to such groups in executing such purposes. The amendment provides as a substitute for this provision that for the purpose of making expert assistance available to persons formulating and carrying on programs under this title, the Secretary shall, where appropriate, require the organization on a community, State, and/or regional basis of labor-management-public advisory committees.

Section 5

Section 5 adds a new section at the end of title II of the act dealing with labor mobility demonstration projects. Under this section the Secretary of Labor will, during the period ending June 30, 1965, develop and carry out in a limited number of geographical areas, pilot projects designed to assess or demonstrate the effectiveness in reducing unemployment of programs to increase the mobility of unemployed workers by providing assistance to meet their relocation expenses. This assistance may be provided in the form of grants or loans, or both, but only to involuntary unemployed persons who cannot reasonably be expected to receive full-time employment in the community in which they reside. They must have bona fide offers of employment (other than temporary or seasonal employment) and must be qualified to perform the work for which they are being employed. Grant assistance provided under the section may not exceed one-half the expenses incurred reasonably necessary to the transportation of the person who is relocating and his family, and their household effects. Assistance provided in the form of loans, or a combination of loans and grants, may not exceed all of such expenses and shall be made subject to such terms and conditions as the Secretary may prescribe. The maximum amount which may be used in a fiscal year to carry out this section may not exceed 2 percent of the appropriations made to carry out the entire title or \$4 million, whichever is lesser.

Section 6

Subsection (a) of this section amends section 231 of the act which describes the general responsibilities of the Secretary of Health, Education, and Welfare under the act. The amendment will enable

the Secretary of Health, Education, and Welfare to make arrangements for providing education through educational agencies other than the State vocational education agencies in the case of education to be provided pursuant to referrals of youths under subsection (b) of section 202 and referrals for attainment of basic education skills under subsection (i) of that section.

Subsection (b) also amends section 231 so as to permit training to be provided through arrangements with private educational or training institutions where these institutions can provide substantially equivalent training to that available from public education agencies or institutions but with reduced Federal expenditures.

Subsection (c) also amends section 231 of the act with respect to the requirements of State matching. Under present law, until June 30, 1964, the State agency receives the full cost to the State of carrying out the agreement with respect to unemployed persons and 50 percent of such cost with respect to other persons. After June 30, 1964, the State agency would, under the present law, receive 50 percent of the cost in all instances. The amendment provides that until June 30, 1965, the State agency will be paid 100 percent of the cost to the State of carrying out the agreement with respect to unemployed persons and that for the fiscal year ending June 30, 1966, the State agency will be paid two-thirds of such cost.

Section 7

Section 7 amends section 304 of the act which relates to authorization of appropriations. Under the amendment the existing authorization of \$3 million for carrying out title I of the act for the fiscal years 1964 and 1965 will be continued through the fiscal year 1967.

The appropriation authorized by the present act of \$161 million for the fiscal years 1964 and 1965 for carrying out title II would be changed by the amendment to authorize \$211 million for the fiscal year 1964, \$422 million for the fiscal year 1965, \$281,333,333 for the fiscal year 1966, and \$211 million for the fiscal year 1967.

The authorization of \$1 million for the fiscal years 1964 and 1965 for carrying out title III would be continued by the amendment for the fiscal years 1966 and 1967.

Section 8

This section makes a purely technical amendment.

Section 9

Section 309 of the present law requires the Secretaries of Labor and Health, Education, and Welfare to report to Congress before March 1, 1964. The amendment made by this section would require reports before April 1, 1964, April 1, 1965, and April 1, 1966.

Section 10

This section amends section 310 of the act to extend the period during which the authority granted by title II of the act may be exercised from June 30, 1965, to June 30, 1967.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, H.R. 8720, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, existing law in which no change is proposed is shown in roman):

**MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962,
AS AMENDED (PUBLIC LAWS 87-415 AND 87-729)**

AN ACT Relating to manpower requirements, resources, development, and utilization, and for other purposes

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "Manpower Development and Training Act of 1962".

**TITLE I—MANPOWER REQUIREMENTS, DEVELOPMENT,
AND UTILIZATION**

STATEMENT OF FINDINGS AND PURPOSE

SEC. 101. The Congress finds that there is critical need for more and better trained personnel in many vital occupational categories, including professional, scientific, technical, and apprenticeable categories; that even in periods of high unemployment, many employment opportunities remain unfilled because of the shortages of qualified personnel; and that it is in the national interest that current and prospective manpower shortages be identified and that persons who can be qualified for these positions through education and training be sought out and trained *as quickly as is reasonably possible*, in order that the Nation may meet the staffing requirements of the struggle for freedom. The Congress further finds that the skills of many persons have been rendered obsolete by dislocations in the economy arising from automation or other technological developments, foreign competition, relocation of industry, shifts in market demands, and other changes in the structure of the economy; that Government leadership is necessary to insure that the benefits of automation do not become burdens of widespread unemployment; that the problem of assuring sufficient employment opportunities will be compounded by the extraordinarily rapid growth of the labor force in the next decade, particularly by the entrance of young people into the labor force, that improved planning and expanded efforts will be required to assure that men, women, and young people will be trained and available to meet shifting employment needs; that many persons now unemployed or underemployed, in order to become qualified for re-employment or full employment must be assisted in providing themselves with skills which are or will be in demand in the labor market; that the skills of many persons now employed are inadequate to enable them to make their maximum contribution to the Nation's economy; and that it is in the national interest that the opportunity to acquire new skills be afforded to these people *with the least delay* in order to alleviate the hardships of unemployment, reduce the costs of unemployment compensation and public assistance, and to increase

the Nation's productivity and its capacity to meet the requirements of the space age. It is therefore the purpose of this Act to require the Federal Government to appraise the manpower requirements and resources of the Nation, and to develop and apply the information and methods needed to deal with the problems of unemployment resulting from automation and technological changes and other types of persistent unemployment.

EVALUATION, INFORMATION, AND RESEARCH

SEC. 102. To assist the Nation in accomplishing the objectives of technological progress while avoiding or minimizing individual hardship and widespread unemployment, the Secretary of Labor shall—

(1) evaluate the impact of, and benefits and problems created by automation, technological progress, and other changes in the structure of production and demand on the use of the Nation's human resources; establish techniques and methods for detecting in advance the potential impact of such developments; develop solutions to these problems, and publish findings pertaining thereto;

(2) establish a program of factual studies of practices of employers and unions which tend to impede the mobility of workers or which facilitate mobility, including but not limited to early retirement and vesting provisions and practices under private compensation plans; the extension of health, welfare, and insurance benefits to laid-off workers; the operation of severance pay plans; and the use of extended leave plans for education and training purposes. A report on these studies shall be included as a part of the Secretary's report required under section 104.

(3) appraise the adequacy of the Nation's manpower development efforts to meet foreseeable manpower needs and recommend needed adjustments, including methods for promoting the most effective occupational utilization of and providing useful work experience and training opportunities for untrained and inexperienced youth;

(4) promote, encourage, or directly engage in programs of information and communication concerning manpower requirements, development, and utilization, including prevention and amelioration of undesirable manpower effects from automation and other technological developments and improvement of the mobility of workers; and

(5) arrange for the conduct of such research and investigations as give promise of furthering the objectives of this Act.

SKILL AND TRAINING REQUIREMENTS

SEC. 103. The Secretary of Labor shall develop, compile, and make available, in such manner as he deems appropriate, information regarding skill requirements, occupational outlook, job opportunities, labor supply in various skills, and employment trends on a National, State, area, or other appropriate basis which shall be used in the educational, training, counseling, and placement activities performed under this Act.

MANPOWER REPORT

SEC. 104. The Secretary of Labor shall make such reports and recommendations to the President as he deems appropriate pertaining to manpower requirements, resources, use, and training; and the President shall transmit to the Congress within sixty days after the beginning of each regular session (commencing with the year 1963) a report pertaining to manpower requirements, resources, utilization, and training.

TITLE II—TRAINING AND SKILL DEVELOPMENT PROGRAMS

PART A—DUTIES OF THE SECRETARY OF LABOR

GENERAL RESPONSIBILITY

SEC. 201. In carrying out the purposes of this Act, the Secretary of Labor shall determine the skill requirements of the economy, develop policies for the adequate occupational development and maximum utilization of the skills of the Nation's workers, promote and encourage the development of broad and diversified training programs, including on-the-job training, designed to qualify for employment the many persons who cannot reasonably be expected to secure full-time employment without such training, and to equip the Nation's workers with the new and improved skills that are or will be required.

SELECTION OF TRAINEES

SEC. 202. (a) The Secretary of Labor shall provide a program for testing, counseling, and selecting for occupational training under this Act those unemployed or underemployed persons who cannot reasonably be expected to secure appropriate full-time employment without training. [Whenever appropriate the Secretary shall provide a special program for the testing, counseling, and selection of youths, sixteen years of age or older, for occupational training and further schooling.] Workers in farm families with less than \$1,200 annual net family income shall be considered unemployed for the purpose of this Act.

(b) Whenever appropriate the Secretary shall provide a special program for the testing, counseling, selection, and referral of youths, sixteen years of age or older, for occupational training and further schooling, who because of inadequate educational background and work preparation are unable to qualify for and obtain employment without such training and schooling.

[(b)] (c) Although priority in referral for training shall be extended to unemployed persons, the Secretary of Labor shall, to the maximum extent possible, also refer other persons qualified for training programs which will enable them to acquire needed skills. Priority in referral for training shall also be extended to persons to be trained for skills needed within, first, the labor market area in which they reside and, second, within the State of their residence.

[(c)] (d) The Secretary of Labor shall determine the occupational training needs of referred persons, provide for their orderly selection and referral for training under this Act, and provide counseling and

placement services to persons who have completed their training, as well as follow-up studies to determine whether the programs provided meet the occupational training needs of the persons referred.

[(d)] (e) Before selecting a person for training (*other than for training under subsection (i)*), the Secretary shall determine that there is a reasonable expectation of employment in the occupation for which the person is to be trained. If such employment is not available in the area in which the person resides, the Secretary shall obtain reasonable assurance of such person's willingness to accept employment outside his area of residence.

[(e)] (f) The Secretary shall not refer persons for training in an occupation which requires less than two weeks training, unless there are immediate employment opportunities in such occupation.

[(f)] (g) The duration of any training program to which a person is referred shall be reasonable and consistent with the occupation for which the person is being trained.

[(g)] (h) Upon certification by the responsible training agency that a person who has been referred for training does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, the Secretary shall forthwith terminate his training and subsistence allowances, and his transportation allowances except such as may be necessary to enable him to return to his regular place of residence after termination of training, and withdraw his referral. Such person shall not be eligible for such allowances for one year thereafter.

(i) *Whenever appropriate, the Secretary of Labor may also refer for the attainment of basic education skills those eligible persons who indicate their intention to, and will thereby be able to, pursue courses of occupational training of a type for which there appears to be reasonable expectation of employment. Such referrals shall be considered a referral for training within the meaning of this Act, and such persons shall be eligible for training allowances for not to exceed an additional twenty weeks.*

TRAINING ALLOWANCES

SEC. 203. (a) The Secretary of Labor may, on behalf of the United States, enter into agreements with States under which the Secretary of Labor shall make payments to such States either in advance or by way of reimbursement for the purpose of enabling such States, as agents for the United States, to make payment of weekly training allowances to unemployed persons selected for training pursuant to the provisions of section 202 and undergoing such training in a program operated pursuant to the provisions of this Act. Such payments shall be made for a period not exceeding fifty-two weeks (*except where authorized for individuals referred for training under section 202(i)*), and the amounts of any such payment in any week for persons undergoing training, including uncompensated employer-provided training, shall not exceed \$10 more than the amount of the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payments during the most recent quarter for which such data are available: *Provided however, That in any week an individual who, but for his training, would be entitled to unemployment compensation in excess of such allowance, shall receive an*

allowance increased by the amount of such excess. With respect to Guam and the Virgin Islands the Secretary shall by regulation determine the amount of the training allowance to be paid any eligible person taking training under this Act.

With respect to any week for which a person receives unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law which is less than \$10 more than the average weekly unemployment compensation payment (including allowances for dependents) for a week of total unemployment in the State making such payment during the most recent quarter for which such data are available, a supplemental training allowance may be paid to a person eligible for a training allowance under this Act. This supplemental training allowance shall not exceed the difference between his unemployment compensation and \$10 more than the average weekly unemployment compensation payment referred to above.

For persons undergoing on-the-job training, the amount of any payment which would otherwise be made by the Secretary of Labor under this section shall be reduced by an amount which bears the same ratio to that payment as the number of compensated hours per week bears to forty hours.

The training allowance of a person engaged in full-time training under section 231 shall not be reduced on account of his part-time employment which does not exceed twenty hours per week, but shall be reduced in an amount equal to his full earnings for hours worked in excess of twenty hours per week.

(b) The Secretary of Labor is authorized to pay to any person engaged in training under this title, including compensated full-time on-the-job training, such sums as he may determine to be necessary to defray transportation and subsistence expenses for separate maintenance of such persons when such training is provided in facilities which are not within commuting distance of their regular place of residence: *Provided*, That the Secretary in defraying such subsistence expenses shall not afford any individual an allowance exceeding \$35 per week, at the rate of \$5 per day; nor shall the Secretary authorize any transportation expenditure exceeding the rate of 10 cents per mile.

(c) **【**The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than three years of experience in gainful employment and are either heads of families, or heads of households as defined in the Internal Revenue Code of 1954, except that he may pay training allowances at a rate not exceeding \$20 a week to youths over nineteen but under twenty-two years of age where such allowances are necessary to provide them occupational training, but not more than 5 per centum of the estimated total training allowances paid annually under this section may be paid to such youths.**】** *The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than two years of experience in gainful employment and who are either heads of families or heads of households as defined in the Internal Revenue Code of 1954, or who are members of a household in which the head of the household or the head of the family is unemployed: Provided, That not more than one person in any one household may be receiving training allowances under this Act at any particular time. Notwithstanding the preceding sentence, the Secretary may pay training allowances at a rate not in excess*

of \$20 a week to youths seventeen years of age or older who require such training allowance in order to undertake training, who are referred for training in accordance with section 202(b), and who are not entitled to allowances under the preceding sentence, except that no such training allowance shall be paid to any such youth who has not graduated from high school, unless the Secretary has satisfied himself that such youth has continuously failed to attend school for a period of not less than one year and that the local authorities after pursuing all appropriate procedures, including guidance and counseling, have concluded that further school attendance by such youth is no longer practicable under the circumstances. Not more than 25 per centum of the persons who are receiving training allowances (or who would be entitled thereto but for receipt of unemployment compensation) may be youths under the age of twenty-two.

(d) [After June 30, 1964, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 50 per centum of the amount of such payments.] *For the fiscal year ending June 30, 1966, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 33½ per centum of the amount of such payments, and for each fiscal year thereafter such amounts shall be paid on condition that such State shall bear 50 per centum of the amount of such payments.*

(e) No training allowance shall be made to any person otherwise eligible who, with respect to the week for which such payment would be made, has received or is seeking unemployment compensation under title XV of the Social Security Act or any other Federal or State unemployment compensation law, but if the appropriate State or Federal agency finally determines that a person denied training allowances for any week because of this subsection was not entitled to unemployment compensation under title XV of the Social Security Act or such Federal or State law with respect to such week, this subsection shall not apply with respect to such week.

(f) A person who refuses, without good cause, to accept training under this Act shall not, for one year thereafter, be entitled to training allowances.

(g) Any agreement under this section may contain such provisions (including, as far as may be appropriate, provisions authorized or made applicable with respect to agreements concluded by the Secretary of Labor pursuant to title XV of the Social Security Act) as will promote effective administration, protect the United States against loss and insure the proper application of payments made to the State under such agreement. Except as may be provided in such agreements, or in regulations hereinafter authorized, determinations by any duly designated officer or agency as to the eligibility of persons for weekly training allowances under this section shall be final and conclusive for any purposes and not subject to review by any court or any other officer.

(h)(1) If State unemployment compensation payments are paid to a person taking training under this Act and eligible for a training allowance, the State making such payments shall be reimbursed from funds herein appropriated. The amount of such reimbursement shall

be determined by the Secretary of Labor on the basis of reports furnished to him by the States and such amount shall then be placed in the State's unemployment trust fund account.

(2) If unemployment benefits under the Railroad Unemployment Insurance Act are paid to a person taking training under this Act and eligible for a training allowance, the railroad unemployment insurance account in the unemployment trust fund shall be reimbursed, from funds herein appropriated, for all of such benefits paid prior to [July 1, 1964, and for 50 per centum of the amount of such benefits paid on or after that date] *July 1, 1965, for 66½ per centum of the amount of such benefits paid during the fiscal year ending June 30, 1966, and 50 per centum of the amount of such benefits paid thereafter.* The amount of such reimbursement shall be determined by the Secretary of Labor on the basis of reports furnished to him by the Railroad Retirement Board and such amount shall then be placed in the railroad unemployment insurance account.

(i) A person who, in connection with an occupational training program, has received a training allowance or whose unemployment compensation payments were reimbursed under the provisions of this Act or any other Federal Act shall not be entitled to training allowances under this Act for one year after the completion or other termination (for other than good cause) of the training with respect to which such allowance or payment was made.

(j) No training allowance shall be paid to any person who is receiving training for an occupation which requires a training period of less than six days.

ON-THE-JOB TRAINING

SEC. 204. (a) The Secretary of Labor shall encourage, develop, and secure the adoption of programs for on-the-job training needed to equip persons selected for training with the appropriate skills. The Secretary shall, to the maximum extent possible, secure the adoption by the States and by private and public agencies, employers, trade associations, labor organizations and other industrial and community groups which he determines are qualified to conduct effective training programs under this title of such programs as he approves, and for this purpose he is authorized to enter into appropriate agreements with them.

(b) In adopting or approving any training program under this part, and as a condition to the expenditure of funds for any such program, the Secretary shall make such arrangements as he deems necessary to insure adherence to appropriate training standards, including assurances—

(1) that the training content of the program is adequate, involves reasonable progression, and will result in the qualification of trainees for suitable employment;

(2) that the training period is reasonable and consistent with periods customarily required for comparable training;

(3) that adequate and safe facilities, and adequate personnel and records of attendance and progress are provided; and

(4) that the trainees are compensated by the employer at such rates, including periodic increases, as may be deemed reasonable under regulations hereinafter authorized, considering such factors as industry, geographical region, and trainee proficiency.

(c) Where on-the-job training programs under this part require supplementary classroom instruction, appropriate arrangements for such instruction shall be agreed to by the Secretary of Health, Education, and Welfare and the Secretary of Labor.

[NATIONAL ADVISORY COMMITTEE] ADVISORY COMMITTEES

SEC. 205. (a) The Secretary shall appoint a National Advisory Committee which shall consist of ten members and shall be composed of representatives of labor, management, agriculture, education, and training, and the public in general. From the members appointed to such Committee the Secretary shall designate a Chairman. Such Committee, or any duly established subcommittee thereof, shall from time to time make recommendations to the Secretary relative to the carrying out of his duties under this Act. Such Committee shall hold not less than two meetings during each calendar year.

(b) **[The National Advisory Committee shall encourage and assist in the organization on a plant, community, regional, or industry basis of labor-management-public committees and similar groups designed to further the purposes of this Act and may provide assistance to such groups, as well as existing groups organized for similar purposes, in effectuating such purposes.]** *For the purpose of making expert assistance available to persons formulating and carrying on programs under this title, the Secretary shall, where appropriate, require the organization on a community, State, and/or regional basis of labor-management-public advisory committees.*

(c) The National Advisory Committee may accept gifts or bequests, either for carrying out specific programs or for its general activities or for its responsibilities under subsection (b) of this section.

(d) Appointed members of the *National Advisory Committee* shall be paid compensation at the rate of \$50 per diem when engaged in the work of the *National Advisory Committee*, including travel time, and shall be allowed travel expenses and per diem in lieu of subsistence as authorized by law (5 U.S.C. 73b-2) for persons in the Government service employed intermittently and receiving compensation on a per diem, when actually employed, basis.

(e)(1) Any member of the *National Advisory Committee* is hereby exempted, with respect to such appointment, from the operation of sections 281, 283, and 1914 of title 18 of the United States Code, and section 190 of the Revised Statutes (5 U.S.C. 99), except as otherwise specified in paragraph (2) of this subsection.

(2) The exemption granted by paragraph (1) of this subsection shall not extend—

(A) to the receipt or payment of salary in connection with the appointee's Government service from any source other than the private employer of the appointee at the time of his appointment, or

(B) during the period of such appointment, to the prosecution or participation in the prosecution, by any person so appointed, of any claim against the Government involving any matter with which such person, during such period, is or was directly connected by reason of such appointment.

STATE AGREEMENTS

SEC. 206. (a) The Secretary of Labor is authorized to enter into an agreement with each State, or with the appropriate agency of each State, pursuant to which the Secretary of Labor may, for the purpose of carrying out his functions and duties under this title, utilize the services of the appropriate State agency and, notwithstanding any other provision of law, may make payments to such State or appropriate agency for expenses incurred for such purposes.

(b) Any agreement under this section may contain such provisions as will promote effective administration, protect the United States against loss and insure that the functions and duties to be carried out by the appropriate State agency are performed in a manner satisfactory to the Secretary.

RULES AND REGULATIONS

SEC. 207. The Secretary of Labor shall prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

LABOR MOBILITY DEMONSTRATION PROJECTS

SEC. 208. *During the period ending June 30, 1965, the Secretary of Labor shall develop and carry out, in a limited number of geographical areas, pilot projects designed to assess or demonstrate the effectiveness in reducing unemployment of programs to increase the mobility of unemployed workers by providing assistance to meet their relocation expenses. In carrying out such projects the Secretary may provide such assistance, in the form of grants or loans, or both, only to involuntarily unemployed individuals who cannot reasonably be expected to secure full-time employment in the community in which they reside, have bona fide offers of employment (other than temporary or seasonal employment), and are deemed qualified to perform the work for which they are being employed. Where such assistance is provided in the form of grants, such grants may not exceed 50 per centum of the expenses incurred reasonably necessary to the transportation of the person who is relocating, and his family, and their household effects. Where such assistance is provided in the form of loans, or a combination of loans and grants, the total amount thereof may not exceed 100 per centum of such expenses and shall be made subject to such terms and conditions as the Secretary may prescribe. Of the funds appropriated for a fiscal year to carry out this title, not more than 2 per centum thereof, or \$4,000,000, whichever is the lesser, may be used for the purposes of this section.*

PART B—DUTIES OF THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE

GENERAL RESPONSIBILITY

SEC. 231. The Secretary of Health, Education, and Welfare shall, pursuant to the provisions of this title, enter into agreements with States under which the appropriate State vocational education agencies will undertake to provide training needed to equip persons referred to the Secretary of Health, Education, and Welfare by the Secretary

of Labor pursuant to section 202, for the occupations specified in the referrals, *except that with respect to education to be provided pursuant to referrals under subsection (b) or (i) of section 202, the Secretary of Health, Education, and Welfare may make arrangements for the provision of the education to be provided under such subsection through other appropriate education agencies.* Such State agencies shall provide for such training through public education agencies or institutions or [, if facilities or services of such agencies or institutions are not adequate for the purpose,] through arrangements with private educational or training institutions *where such institutions can provide substantially equivalent training with reduced Federal expenditures.* The State agency shall be paid 50 per centum of the cost to the State of carrying out the agreement, except that for the period ending June 30, [1964] 1965, the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed persons, *and for the fiscal year ending June 30, 1966, the State agency shall be paid 66½ per centum of such cost.* Such agreements shall contain such other provisions as will promote effective administration (including provision (1) for reports on the attendance and performance of trainees, (2) for immediate certification to the Secretary of Labor by the responsible training agency with respect to each person referred for training who does not have a satisfactory attendance record or is not making satisfactory progress in such training absent good cause, and (3) for continuous supervision of the training programs conducted under the agreement to insure the quality and adequacy of the training provided), protect the United States against loss, and assure that the functions and duties to be carried out by such State agency are performed in such fashion as will carry out the purposes of this title. In the case of any State which does not enter into an agreement under this section, and in the case of any training which the State agency does not provide under such an agreement, the Secretary of Health, Education, and Welfare may provide the needed training by agreement or contract with public or private educational or training institutions.

RULES AND REGULATIONS

SEC. 232. The Secretary of Health, Education, and Welfare may prescribe such rules and regulations as he may deem necessary and appropriate to carry out the provisions of this part.

TITLE III—MISCELLANEOUS

APPORTIONMENT OF BENEFITS

SEC. 301. For the purpose of effecting an equitable apportionment of Federal expenditures among the States in carrying out the programs authorized under title II of this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare shall make such apportionment in accordance with uniform standards and in arriving at such standards shall consider only the following factors: (1) the proportion which the labor force of a State bears to the total labor force of the United States, (2) the proportion which the unemployed in a State during the preceding calendar year bears to the total number

of unemployed in the United States in the preceding calendar year, (3) the lack of appropriate full-time employment in the State, (4) the proportion which the insured unemployed within a State bears to the total number of insured employed within such State, and (5) the average weekly unemployment compensation benefits paid by the State. The Secretary of Labor and the Secretary of Health, Education, and Welfare are authorized to make reapportionments from time to time where the total amounts apportioned under this section have not been fully obligated in a particular State, or where the State or appropriate agencies in the State have not entered into the necessary agreements, and the Secretaries find that any other State is in need of additional funds to carry out the programs authorized by this Act.

MAINTENANCE OF STATE EFFORT

SEC. 302. No training program which is financed in whole or in part by the Federal Government under this Act shall be approved unless the Secretary of Labor, if the program is authorized under part A of title II, or the Secretary of Health, Education, and Welfare, if the program is authorized under part B of title II, satisfies himself that neither the State nor the locality in which the training is carried out has reduced or is reducing its own level of expenditures for vocational education and training, including program operation under provisions of the Smith-Hughes Vocational Education Act and titles I, II, and III of the Vocational Education Act of 1946, except for reductions unrelated to the provisions or purposes of this Act.

OTHER AGENCIES AND DEPARTMENTS

SEC. 303. (a) In the performance of their functions under this Act, the Secretary of Labor and the Secretary of Health, Education, and Welfare, in order to avoid unnecessary expense and duplication of functions among Government agencies, shall use the available services or facilities of other agencies and instrumentalities of the Federal Government, under conditions specified in section 306(a). Each department, agency, or establishment of the United States is authorized and directed to cooperate with the Secretary of Labor and the Secretary of Health, Education, and Welfare and, to the extent permitted by law, to provide such services and facilities as either may request for his assistance in the performance of his functions under this Act.

(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall carry out their responsibilities under this Act through the maximum utilization of all possible resources for skill development available in industry, labor, public and private educational and training institutions, State, Federal, and local agencies, and other appropriate public and private organizations and facilities.

APPROPRIATIONS AUTHORIZED

SEC. 304. (a) There are hereby authorized to be appropriated \$2,000,000 for the fiscal year ending June 30, 1963, \$3,000,000 for the fiscal year ending June 30, 1964, [and a like amount for the fiscal year ending June 30, 1965] *and each of the three succeeding fiscal years, for the purpose of carrying out title I.*

(b) There are hereby authorized to be appropriated \$97,000,000 for the fiscal year ending June 30, 1963, **[\$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965,]** *\$211,000,000 for the fiscal year ending June 30, 1964, \$422,000,000 for the fiscal year ending June 30, 1965, \$281,333,333 for the fiscal year ending June 30, 1966, and \$211,000,000 for the fiscal year ending June 30, 1967,* for the purpose of carrying out title II.

(c) There are hereby authorized to be appropriated \$1,000,000 for the fiscal year ending June 30, 1963, \$1,000,000 for the fiscal year ending June 30, 1964, **[and a like amount for the fiscal year ending June 30, 1965]** *and each of the three succeeding fiscal years,* for the purpose of carrying out title III.

(d) There are hereby authorized to be appropriated \$5,000,000 for the fiscal year ending June 30, 1962, for planning and starting programs under this Act.

LIMITATIONS ON USE OF APPROPRIATED FUNDS

SEC. 305. (a) Funds appropriated under the authorization of this Act may be transferred, with the approval of the Director of the Bureau of the Budget, between departments and agencies of the Government, if such funds are used for the purposes for which they are specifically authorized and appropriated.

(b) Any equipment and teaching aids purchased by a State or local **[vocational]** education agency with funds appropriated to carry out the provisions of part B shall become the property of the State.

(c) No portion of the funds to be used under part B of this Act shall be appropriated directly or indirectly to the purchase, erection, or repair of any building except for minor remodeling of a public building necessary to make it suitable for use in training under part B.

(d) Funds appropriated under this Act shall remain available for one fiscal year beyond that in which appropriated.

AUTHORITY TO CONTRACT

SEC. 306. (a) The Secretary of Labor and the Secretary of Health, Education, and Welfare may make such contracts or agreements, establish such procedures, and make such payments, either in advance or by way of reimbursement, or otherwise allocate or expend funds made available under this Act, as they deem necessary to carry out the provisions of this Act.

(b) The Secretary of Labor and the Secretary of Health, Education, and Welfare shall not use any authority conferred by this Act to assist in relocating establishments from one area to another. Such limitation shall not prohibit assistance to a business entity in the establishment of a new branch, affiliate, or subsidiary of such entity if the Secretary of Labor finds that assistance will not result in an increase in unemployment in the area of original location or in any other area where such entity conducts business operations, unless he has reason to believe that such branch, affiliate, or subsidiary is being established with the intention of closing down the operations of the existing business entity in the area of its original location or in any other area where it conducts such operations.

SELECTION AND REFERRAL

SEC. 307. The selection of persons for training under this Act and for placement of such persons shall not be contingent upon such person's membership or nonmembership in a labor organization.

DEFINITION

SEC. 308. For the purposes of this Act, the term "State" includes the District of Columbia, Puerto Rico, the Virgin Islands, and Guam.

SECRETARIES' REPORTS

SEC. 309. (a) Prior to March 1, 1963, and again prior to **[March 1, 1964]** *April 1, 1964, April 1, 1965, and April 1, 1966*, the Secretary of Labor shall make a report to Congress. Such report shall contain an evaluation of the programs under title I and part A of title II, including the number of persons trained and the number and types of training activities under this Act, the number of unemployed or underemployed persons who have secured full-time employment as a result of such training, and the nature of such employment, the need for continuing such programs, and recommendations for improvement.

(b) Prior to March 1, 1963, and again prior to **[March 1, 1964]** *April 1, 1964, April 1, 1965, and April 1, 1966*, the Secretary of Health, Education, and Welfare shall also make a report to Congress. Such report shall contain an evaluation of the programs under part B of title II, the need for continuing such programs, and recommendations for improvement. The first such report shall also contain the results of the vocational training survey which is presently being conducted under the supervision of the Secretary.

TERMINATION OF AUTHORITY

SEC. 310. (a) All authority conferred under title II of this Act shall terminate at the close of June 30, **[1965]** *1967*.

(b) Notwithstanding the foregoing, the termination of title II shall not affect the disbursement of funds under, or the carrying out of, any contract, commitment or other obligation entered into prior to the date of such termination: *Provided*, That no disbursement of funds shall be made pursuant to the authority conferred under title II of this Act after December 30, **[1965]** *1967*.

SUPPLEMENTAL VIEWS

When the basic legislation which became the Manpower Development and Training Act was originally considered by the Congress, a number of the undersigned Republican members of this committee participated in the complete rewriting of the proposal. We gave our full endorsement and support to the program's objectives. In fact, Republicans proposed retraining before President Kennedy did. We believe that on the basis of the highly encouraging results achieved during the limited experience of the program that our original approval of this undertaking has been more than justified.

As a result of experience gained from the administration of the act, we are convinced that the amendments proposed in the pending legislation are sound and will lead to a more effective realization of the aims of the basic program—the return of unemployed workers to the productive mainstream of our economy.

While we may not have accorded identical treatment and emphasis to every part of this bill had we been free to write it as we saw fit, the fact remains that most legislation is a product of compromise. In the development of this bill by the full committee, a number of proposals of no mean significance—the reintroduction of and insistence upon the State matching requirements, the upward adjustment of training allowances, the careful delineation of what is encompassed by “basic education training” and the absorption of the cost of certain new undertakings within present authorizations—were advanced by us and incorporated into this legislation.

If we could put forth one word of caution it would be this: While the new programs introduced by this legislation are in every respect worth while, experience has shown that the laying out and gearing up of new administrative projects requires a considerable time, and it may well be that all of the funds authorized in this bill will not in fact be needed. Indeed, if the established programs and the newly created programs are directed with administrative prudence, we question whether the full authorizations carried in this bill can be wisely expended.

Accordingly, in endorsing this legislation, we wish to make it clear that as the program unfolds, we shall look to the administrators to fully justify the funds requested under it.

PETER H. B. FRELINGHUYSEN.
WILLIAM H. AYRES.
ROBERT P. GRIFFIN.
ALBERT H. QUIE.
CHARLES E. GOODELL.
ALPHONZO BELL.
ROBERT TAFT, Jr.

SUPPLEMENTAL VIEWS OF ROBERT TAFT, JR.

While the committee views as prepared express generally my feelings relating to the desirability of the changes proposed by H.R. 8720, a failure to substantiate the cost figures during the hearings and since the hearings makes necessary the expression of supplemental views.

The current level of expenditures and the appropriation approved by this Congress for the manpower development and training program would not substantiate the authorizations requested in section 7 of this bill. The Appropriation Act for the year 1963 provides a total of \$110 million for this program, or \$51 million less than the authorization already in the law. Therefore, even taking the figure of \$50 million for the additional cost estimate for the fiscal year 1964, the current authorization is sufficient to incorporate the changes which would be authorized by this bill. The current level of expenditures and those estimated for the balance of this fiscal year reflect the difficulties in initiating programs of this type without considerable lag and considerable waste. With this in mind, it would seem that for the fiscal year 1965 there will be similar delays and lags in the program, and the current authorized expenditures level of \$322 million will in all probability be sufficient to continue the orderly expansion of the program and to incorporate in the program the changes that would be authorized by this bill.

It is interesting to note that in the hearings witnesses were unable to substantiate the basis of the \$100 million figure proposed by the President, and inquiries into the Department of Labor since that time have produced no breakdown showing the number of additional trainees expected to be put into training during the current year or the next fiscal year. In spite of directions given by the committee, concerned with the preparation of the committee report, there has been no detailed information available or provided to substantiate the additional cost of program changes and extensions that would be authorized by this bill. In the absence of any such information, increasing the current authorizations would not be justified and should be opposed.

ROBERT TAFT, Jr.,
Ohio Member at Large.

MINORITY VIEWS

We, the undersigned, are strongly opposed to the enactment of this legislation. When this program was first put before Congress, a number of us urged that it be rejected. In view of the inauspicious experience under the program since its inception, we are even more firmly persuaded that the Congress should have heeded our original advice. But far from following a course of care and prudence in this regard, the committee has now brought forth a bill designed to further expand this dubious program in a number of doubtful areas, all at a tremendous increase in costs to the American taxpayer.

STATE MATCHING

The original legislation carried a provision that beginning July 1, 1964, the States would be required to match on a 50-50 basis any Federal funds appropriated to carry out this program. So "enthusiastic" was the response of the States that of the 29 State legislatures which convened last year, only 4 of them saw fit to take the action necessary to permit them to participate further in this program. This signal lack of response on the part of the States is being met in this proposed legislation by the simple expedient of deferring the condition of State matching and requiring the Federal Government to pick up the entire tab for yet another year. State matching is then belatedly brought back into the picture on a graduated basis. And in order to permit this graduation to occur, the life of the program is being extended for an additional 2 years, to June 30, 1967, instead of being brought to a halt on June 30, 1965, as Congress originally decreed. This deferral of State matching is being bought at much too great a price. This factor, together with the extended life and expanded nature of the program will cost the American taxpayer in the neighborhood of \$900 million—an expenditure absolutely unjustified in light of the precarious fiscal situation presently attending the National Government.

LITERACY TRAINING

While this legislation has for its announced purpose the training of citizens in occupational fields, one of the principal amendments now being offered will authorize training in basic literacy courses. The justification for this academic importation into an occupational program is difficult to follow. If there is a need for literacy training, certainly the facilities already available in our present public school programs—night and day, full time, and part time—are sufficient to cope with the problem. This proposed program of basic educational training is but another example of compounding error and waste by authorizing new programs and new expenditures without any provision being made for the proper use and coordination of existing programs and facilities.

EXPANDED YOUTH TRAINING

The pending bill authorizes a tremendous expansion in the so-called training of youth. This proposal, too, is marked by both extravagance and danger. Under this proposal, training allowances of \$20 per week will be paid to eligible young people, 17 years of age and over, who participate in this program. At a time when almost every area of the Nation is deeply concerned with the problem of school dropouts, this legislation extends to the youth of our country an engraved invitation to drop out of school and to receive Federal payments of \$20 a week for up to 70 weeks for so doing. Here again is an example of a broad new Federal program being introduced without proper regard for the objective to be achieved and without any reasonable effort being made to coordinate existing programs and facilities. While it is true that the proposed legislation attempts to incorporate some standards with respect to the type and class of youth which may qualify for these training allowances, the fact is that these standards are so general as to be virtually without meaning. And it is worthy of note that up to 25 percent of those entitled to receive training allowances under this bill may be selected from among the youth of the Nation.

INCREASED TRAINING ALLOWANCES

Another disturbing feature of the pending legislation is a provision which increases by \$10 per week the training allowance which may be paid to eligible persons under this act. Under the original program, this training allowance was geared to the average weekly unemployment compensation of the State concerned. This amount is now being increased by a further outright Federal grant of \$10 per week for each eligible participant. It is estimated that the cost of this single additional item will cost the Federal Government in excess of \$30 million a year. This is a wasteful and unnecessary frill. And it menaces the independence and integrity of the State systems of unemployment compensation.

RELOCATION OF CHRONICALLY UNEMPLOYED

The proposed bill carries an authorization of up to \$4 million for the purpose of carrying on a socioeconomic experiment in the relocation of the chronically unemployed. This program, which is bound by no meaningful legislative standards, represents a new departure in social experimentation on the part of the Federal Government. This precedent-shattering experiment may very well be seized upon by the social planners to move us even closer to the all-encompassing systems of social and economic regimentation which menace the free world on every side. This type of project, if it be approved by Congress at all, should be approved only after the most detailed consideration and studied reflection. This disturbing and ill-conceived recommendation has not had that type of measured consideration which it should command before being brought to the floor of the House.

GENERAL MATTERS

In addition to the foregoing major objections, the pending legislation contains a number of other proposed amendments designed to relax the existing program and render it more costly. In the first place the eligibility requirements have been relaxed and expanded, making many more persons eligible to receive Federal training allowances. In addition, all trainees will be permitted to work up to half time on the outside without suffering any diminution in their individual Federal payment. These changes are but symptomatic of the general tenor of the whole bill.

CONCLUSION

In view of the foregoing shortcomings and deficiencies, it is our considered opinion that Congress should not adopt the pending proposal. It is loaded with new and untried programs of unpredictable purpose and result, some involving a degree of social and economic experimentation far more radical than anything yet undertaken in this country. These new and untried endeavors are being embarked upon at an unreasonable and unjustified cost to the American taxpayer. We firmly believe that Congress would be well advised to reject the pending proposal and thus permit the curtain to be rung down on this whole unfortunate undertaking in the year 1965, as Congress originally stipulated.

DONALD C. BRUCE.
JOHN M. ASHBROOK.
DAVE MARTIN.
M. G. SNYDER.
PAUL FINDLEY.

○

88TH CONGRESS
1ST SESSION

H. R. 8720

[Report No. 861]

IN THE HOUSE OF REPRESENTATIVES

OCTOBER 7, 1963

Mr. HOLLAND introduced the following bill; which was referred to the Committee on Education and Labor

OCTOBER 18, 1963

Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

A BILL

To amend the Manpower Development and Training Act of 1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That section 101 of the Manpower Development and Train-
4 ing Act of 1962 (hereinafter referred to as "the Act") is
5 amended by inserting after "sought out and trained" the
6 following: "as quickly as is reasonably possible", and by
7 inserting after "afforded to these people" the following:
8 "with the least delay".

9 SEC. 2. (a) Subsection (a) of section 202 of the Act
10 is amended by striking out the second sentence thereof.

11 (b) Section 202 of the Act is amended by redesignating

1 subsections (b) through (g) as subsections (c) through
2 (h), respectively, and by inserting immediately after sub-
3 section (a) the following new subsection:

4 “(b) Whenever appropriate the Secretary shall pro-
5 vide a special program for the testing, counseling, selection,
6 and referral of youths, sixteen years of age or older, for occu-
7 pational training and further schooling, who because of
8 inadequate educational background and work preparation
9 are unable to qualify for and obtain employment without
10 such training and schooling.”

11 (c) Subsection (d) of such section (as so designated
12 prior to the redesignation provided for in subsection (b))
13 is amended by inserting after “training” in the first sentence
14 thereof the following: “(other than for training under sub-
15 section (i))”.

16 (d) Such section is further amended by adding at the
17 end thereof the following new subsection:

18 “(i) Whenever appropriate, the Secretary of Labor
19 may also refer for the attainment of basic education skills
20 those eligible persons who indicate their intention to, and
21 will thereby be able to, pursue courses of occupational train-
22 ing of a type for which there appears to be reasonable
23 expectation of employment. Such referrals shall be con-
24 sidered a referral for training within the meaning of this

1 Act, and such persons shall be eligible for training allow-
2 ances for not to exceed an additional twenty weeks.”

3 SEC. 3. (a) Subsection (a) of section 203 of the Act
4 is amended—

5 (1) by inserting in the second sentence of the first
6 paragraph after “fifty-two weeks” the following: “(ex-
7 cept where authorized for individuals referred for train-
8 ing under section 202 (i))”,

9 (2) by inserting in such sentence after “not ex-
10 ceed” the following: “\$10 more than”,

11 (3) by inserting in the first sentence of the second
12 paragraph after “less than” the following: “\$10 more
13 than”,

14 (4) by inserting in the second sentence of the
15 second paragraph after “compensation and” the follow-
16 ing: “\$10 more than”, and

17 (5) by adding at the end of such subsection the
18 following new paragraph:

19 “The training allowance of a person engaged in full-time
20 training under section 231 shall not be reduced on account
21 of his part-time employment which does not exceed twenty
22 hours per week, but shall be reduced in an amount equal
23 to his full earnings for hours worked in excess of twenty
24 hours per week.”

1 (b) Subsection (c) of such section is amended to read
2 as follows:

3 “(c) The Secretary of Labor shall pay training allow-
4 ances only to unemployed persons who have had not less
5 than two years of experience in gainful employment and who
6 are either heads of families or heads of households as defined
7 in the Internal Revenue Code of 1954, or who are members
8 of a household in which the head of the household or the
9 head of the family is unemployed: *Provided*, That not more
10 than one person in any one household may be receiving
11 training allowances under this Act at any particular time.
12 Notwithstanding the preceding sentence, the Secretary may
13 pay training allowances at a rate not in excess of \$20 a
14 week to youths seventeen years of age or older who require
15 such training allowance in order to undertake training, who
16 are referred for training in accordance with section 202 (b) ,
17 and who are not entitled to allowances under the preceding
18 sentence, except that no such training allowance shall be
19 paid to any such youth who has not graduated from high
20 school, unless the Secretary has satisfied himself that such
21 youth has continuously failed to attend school for a period
22 of not less than one year and that the local authorities after
23 pursuing all appropriate procedures, including guidance and
24 counseling, have concluded that further school attendance by
25 such youth is no longer practicable under the circumstances.

1 Not more than 25 per centum of the persons who are
2 receiving training allowances (or who would be entitled
3 thereto but for receipt of unemployment compensation) may
4 be youths under the age of twenty-two."

5 (c) Subsection (d) of such section is amended to read
6 as follows:

7 "(d) For the fiscal year ending June 30, 1966, any
8 amount paid to a State for training allowances under this
9 section, or as reimbursement for unemployment compensa-
10 tion under subsection (h), shall be paid on condition that
11 such State shall bear $33\frac{1}{3}$ per centum of the amount of such
12 payments, and for each fiscal year thereafter such amounts
13 shall be paid on condition that such State shall bear 50 per
14 centum of the amount of such payments."

15 (d) Paragraph (2) of subsection (h) of such section
16 is amended by striking out "July 1, 1964, and for 50 per
17 centum of the amount of such benefits paid on or after that
18 date" and inserting in lieu thereof the following: "July 1,
19 1965, for $66\frac{2}{3}$ per centum of the amount of such benefits paid
20 during the fiscal year ending June 30, 1966, and 50 per
21 centum of the amount of such benefits paid thereafter".

22 SEC. 4. (a) The center heading of section 205 of the
23 Act is amended to read as follows: "ADVISORY COMMIT-
24 TEES".

1 (b) Subsection (b) of such section is amended to read
2 as follows:

3 “(b) For the purpose of making expert assistance avail-
4 able to persons formulating and carrying on programs under
5 this title, the Secretary shall, where appropriate, require the
6 organization on a community, State, and/or regional basis
7 of labor-management-public advisory committees.”

8 (c) Subsections (d) and (e) of such section are amended
9 by inserting “National Advisory” immediately before “Com-
10 mittee” each place it appears.

11 SEC. 5. Part A of title II of the Act is amended by
12 adding at the end thereof the following new section:

13 “LABOR MOBILITY DEMONSTRATION PROJECTS

14 “SEC. 208. During the period ending June 30, 1965,
15 the Secretary of Labor shall develop and carry out, in a
16 limited number of geographical areas, pilot projects designed
17 to assess or demonstrate the effectiveness in reducing un-
18 employment of programs to increase the mobility of un-
19 employed workers by providing assistance to meet their
20 relocation expenses. In carrying out such projects the
21 Secretary may provide such assistance, in the form of grants
22 or loans, or both, only to involuntarily unemployed indi-
23 viduals who cannot reasonably be expected to secure full-
24 time employment in the community in which they reside,
25 have bona fide offers of employment (other than temporary

1 or seasonal employment), and are deemed qualified to
2 perform the work for which they are being employed.
3 Where such assistance is provided in the form of grants,
4 such grants may not exceed 50 per centum of the expenses
5 incurred reasonably necessary to the transportation of the
6 person who is relocating, and his family, and their house-
7 hold effects. Where such assistance is provided in the form
8 of loans, or a combination of loans and grants, the total
9 amount thereof may not exceed 100 per centum of such
10 expenses and shall be made subject to such terms and
11 conditions as the Secretary may prescribe. Of the funds
12 appropriated for a fiscal year to carry out this title, not
13 more than 2 per centum thereof, or \$4,000,000, whichever
14 is the lesser, may be used for the purposes of this section.”

15 SEC. 6. (a) The first sentence of section 231 of the
16 Act is amended by inserting before the period at the end
17 thereof the following: “, except that with respect to edu-
18 cation to be provided pursuant to referrals under subsection
19 (b) or (i) of section 202, the Secretary of Health, Educa-
20 tion, and Welfare may make arrangements for the provision
21 of the education to be provided under such subsection
22 through other appropriate education agencies”.

23 (b) The second sentence of section 231 of such Act is
24 amended by striking out “, if facilities or services of such
25 agencies or institutions are not adequate for the purpose,”

1 and by inserting before the period at the end of such sentence
2 the following: "where such institutions can provide substan-
3 tially equivalent training with reduced Federal expenditures".

4 (c) The third sentence of section 231 of such Act is
5 amended to read as follows: "The State agency shall be
6 paid 50 per centum of the cost to the State of carrying out
7 the agreement, except that for the period ending June 30,
8 1965, the State agency shall be paid 100 per centum of
9 the cost to the State of carrying out the agreement with
10 respect to unemployed persons, and for the fiscal year ending
11 June 30, 1966, the State agency shall be paid $66\frac{2}{3}$ per
12 centum of such cost."

13 SEC. 7. (a) Subsection (a) of section 304 of the Act is
14 amended by striking out "and a like amount for the fiscal
15 year ending June 30, 1965" and inserting in lieu thereof the
16 following: "and each of the three succeeding fiscal years".

17 (b) Subsection (b) of such section is amended by strik-
18 ing out "\$161,000,000 for the fiscal year ending June 30,
19 1964, and a like amount for the fiscal year ending June 30,
20 1965" and inserting in lieu thereof the following: "\$211,-
21 000,000 for the fiscal year ending June 30, 1964, \$422,000,-
22 000 for the fiscal year ending June 30, 1965, \$281,333,333
23 for the fiscal year ending June 30, 1966, and \$211,000,000
24 for the fiscal year ending June 30, 1967".

25 (c) Subsection (c) of such section is amended by strik-

1 ing out “and a like amount for the fiscal year ending June
2 30, 1965” and inserting in lieu thereof the following: “and
3 each of the three succeeding fiscal years”.

4 SEC. 8. Section 305 of the Act is amended by striking
5 out “vocational”.

6 SEC. 9. Subsections (a) and (b) of section 309 of the
7 Act are each amended by striking out “March 1, 1964” and
8 inserting in lieu thereof “April 1, 1964, April 1, 1965, and
9 April 1, 1966”.

10 SEC. 10. Section 310 of the Act is amended by striking
11 out “1965” both times it appears and inserting in lieu thereof
12 “1967”.

88TH CONGRESS
1ST SESSION

H. R. 8720

[Report No. 861]

A BILL

To amend the Manpower Development and
Training Act of 1962.

By Mr. HOLLAND

OCTOBER 7, 1963

Referred to the Committee on Education and Labor

OCTOBER 18, 1963

Committed to the Committee of the Whole House on
the State of the Union and ordered to be printed

Dec 10, 1963

13. LEGISLATIVE PROGRAM. Sen. Mansfield announced that no business will be transacted Wed., and the session will be devoted to eulogies to former President Kennedy. p. 22934

HOUSE

14. MANPOWER. The Rules Committee reported a resolution for the consideration of H. R. 8720, to amend the Manpower Development and Training Act of 1962. As reported this bill extends the Act for 2 years until 1967, authorizes training in education at the basic level for those unable to qualify for occupational training, lowers the age limit to 17 for the youth training program, and authorizes for these changes \$50 million for fiscal 1964 and \$100 million for fiscal 1965. p. 22797
15. VOCATIONAL EDUCATION. Received the conference report on H. R. 4955, to strengthen and improve the quality of vocational education and to expand vocational education opportunities. As reported from conference, the bill authorizes \$60,000,000 for fiscal 1964, \$118,500,000 for fiscal 1965, \$177,500,000 for fiscal 1966, and \$225,000,000 for fiscal 1967 and each fiscal year thereafter; provides that 90 percent of annual appropriations be allotted among the States, 33 1/3 percent of this allotment for the first 4 fiscal years and 25 percent thereafter to go for vocational training of youths; makes clear the inclusion of the training of semi-skilled workers in this program; extends the National Defense Education Act for 1 year until June 30, 1965; extends Federal aid to education in Federally impacted areas for 2 years. (H. Rept. 1025). pp. 22797-22804
16. BEEF IMPORTS. Rep. Nelsen urged, and inserted an article urging, that attention be given to beef imports. pp. 22822-3
17. PUBLIC WORKS; ARA. Rep. Blatnik complimented the work of the accelerated public works and Area Redevelopment Administration's program toward ending unemployment and inserted testimony explaining these programs. pp. 22840-5
18. APPROPRIATIONS. Conferees were appointed for H. R. 9140, the public works appropriation bill, 1964. Senate conferees have already been appointed. (pp. 22785-6)
- As passed by the Senate (see Digest 201), this bill includes various general provisions, applying to the Government generally, as follows: Limits the amount which may be paid for a passenger vehicle to \$1,500, except for station wagons the maximum of which is \$1,950. Requires Federal employees to be U.S. citizens, with certain exceptions, including aliens from Poland or the Baltic countries lawfully admitted to the U.S. for permanent residence. Provides for quarters and cost-of-living allowances in accordance with the Overseas Differentials and Allowances Act. Prohibits payments to employees whose nominations the Senate has rejected. Limits the price which may be paid for the U. S. Code to \$4 per volume, and for the Lifetime Federal Digest to \$4.25 per volume, and \$6.50 per volume on the Modern Federal Practice Digest. In the case of certain corporations, makes appropriations available for certain purposes, such as rent in the District of Columbia. Permits foreign credits to be used only when reimbursement is made to the Treasury Department. Provides that during the current fiscal year, any foreign currencies reserved or set aside for specified programs or activities of any agency may be carried on the books of the Treasury in unfunded accounts. Prohibits the use of funds by any agency for publicity or propaganda purposes designed to support or defeat legislation pending before Congress.

19. COMMITTEES. Rep. Thornberry resigned from the Rules Committee and Rep. Shelley from the Appropriations Committee. Rep. McFall was then elected to the Appropriations Committee and Rep. Young to the Rules Committee. pp. 22795-6
20. RIVER BASINS. The conferees reported H. R. 8667, to authorize additional appropriations for the prosecution of comprehensive plans for certain river basins (H. Rept. 1019). The Senate receded from its amendment providing for buying of American goods before foreign, but the committee requested that the Army examine the application of this amendment to the projects authorized by this bill and report to Congress its recommendations thereon. pp. 22796-7
21. PERSONNEL. The Rules Committee reported a resolution for the consideration of H. R. 6041, to include fringe benefits in computation of the wages of contractors' employees. p. 22797
22. FOREIGN AID Rep. Rosenthal inserted the address by Mr. Bell, Administrator of AID, "Foreign Aid and U. S. National Security." pp. 22817-8
Rep. Passman stated that "it is not the fault of the Foreign Operations Subcommittee of the Committee on Appropriations that we cannot bring the foreign aid bill to the floor." p. 22828
23. EMPLOYMENT. Several Representatives affirmed their faith in President Kennedy's economic program, including elimination of unemployment, need for tax reduction and public investment in conserving resources. pp. 22834-40
24. BIRD CONSERVATION. Received a letter from Interior transmitting the report of the Migratory Bird Conservation Commission for fiscal 1963; to Agriculture Committee. p. 22850
25. MINERALS. Received a letter from Interior transmitting a proposed bill "relating to the exploration program for discovery of new minerals", to Interior and Insular Affairs Committee. p. 22850
26. FORESTRY; RECREATION. The Judiciary Committee reported with amendment H. J. Res. 658, to authorize and request the President to proclaim 1964 as "See America Year" (H. Rept. 1022). p. 22850
27. WATERSHEDS. The Subcommittee on Conservation and Credit of the Agriculture Committee approved the following watershed projects: Fishing Creek, Ga.; Little Cache, Ill.; Grant-Shanghai, Kans.; and Glen Hills, Wisc. Also, it "gave provisional approval to the Briar Creek, Pa.; and Clam River, Mass., watershed projects." p. D977
28. CREDIT UNIONS. The Banking and Currency Committee reported without amendment H. R. 8459, to allow Federal credit unions greater flexibility in their organization and operations (H. Rept. 1024). p. 22850
29. LEGISLATIVE PROGRAM. Agreed to a unanimous-consent request by Rep. Cannon that it be in order Mon. to take up the foreign aid appropriation bill. p. 22815

ITEMS IN APPENDIX

30. MEAT IMPORTS. Extension of remarks of Rep. Edmondson inserting Sen. Monroney's statement before the U. S. Tariff Commission "on the dangers facing our domestic beef producers." pp. A7506-8

CONSIDERATION OF H.R. 8720

DECEMBER 10, 1963.—Referred to the House Calendar and ordered to be printed

Mr. DELANEY, from the Committee on Rules, submitted the following

R E P O R T

[To accompany H. Res. 583]

The Committee on Rules, having had under consideration House Resolution 583, reports the same to the House with the recommendation that the resolution do pass.



House Calendar No. 174

88TH CONGRESS
1ST SESSION

H. RES. 583

[Report No. 1017]

IN THE HOUSE OF REPRESENTATIVES

DECEMBER 10, 1963

Mr. DELANEY, from the Committee on Rules, reported the following resolution;
which was referred to the House Calendar and ordered to be printed

RESOLUTION

1 *Resolved*, That upon the adoption of this resolution it
2 shall be in order to move that the House resolve itself into
3 the Committee of the Whole House on the State of the Union
4 for the consideration of the bill (H.R. 8720) to amend the
5 Manpower Development and Training Act of 1962. After
6 general debate, which shall be confined to the bill and shall
7 continue not to exceed two hours, to be equally divided
8 and controlled by the chairman and ranking minority mem-
9 ber of the Committee on Education and Labor, the bill shall
10 be read for amendment under the five-minute rule. At the
11 conclusion of the consideration of the bill for amendment, the

1 Committee shall rise and report the bill to the House with
2 such amendments as may have been adopted, and the pre-
3 vious question shall be considered as ordered on the bill and
4 amendments thereto to final passage without intervening
5 motion except one motion to recommit.

House Calendar No. 174

88TH CONGRESS
1ST SESSION

H. RES. 583

[Report No. 1017]

RESOLUTION

Providing for consideration of H.R. 8720, a
bill to amend the Manpower Development
and Training Act of 1962.

By Mr. DELANEY

DECEMBER 10, 1963

Referred to the House Calendar and ordered to be
printed

Dec. 12, 1963

204

14. LIBRARIES. Sen. Randolph commended Senate passage of S. 2265, to expand the program under the Library Services Act and praised accomplishments under the program in W. Va. pp. 23173-4
15. EDUCATION. Sen. Pell spoke in support of the "establishment of a separate Cabinet-level post for Secretary of Education." pp. 23176-8
Sen. Morse and Proxmire urged passage of the vocational education bill before adjournment of Congress. pp. 23197-9, 23261-2
16. ECONOMICS, STATISTICS. Sen. Proxmire expressed concern over "the quality and usefulness of our Federal statistics," and inserted an item on the matter. pp. 23262-3

HOUSE

17. FOREIGN AID. The Appropriations Committee was given permission until midnight Sat., Dec. 14, to file a report on the foreign aid appropriation bill. Rep. Passman urged full study of the bill before its passage. p. 23063
Several Representatives debated the merits of the funds for the Agency for International Development in the foreign aid appropriation bill, including loans for agriculture and agricultural research improvements, AID requirements for foreign currencies, P.L. 480 program, development loans for farmers, and fertilizer plant financing. pp. 23135-50
Rep. Rosenthal inserted an article urging passage of the foreign aid authorization bill without any further cuts and a poll of businessmen's opinions on foreign aid. pp. 23123-4
18. SMOKING. Rep. Fino urged passage of his bill H.R. 4168, to provide that cigarettes sold in interstate commerce be packaged and marked so as to show the nicotine content and the tar content of the cigarettes in each package. pp. 23064-5
19. APPROPRIATIONS. Received the conference report on H. R. 9139, the military construction appropriation bill, 1964. (H. Rept 1036). p. 23070
20. MANPOWER. Passed with amendments H. R. 6720, to amend the Manpower Development and Training Act of 1962. As passed, this bill extends the Act from June 30, 1965 to June 30, 1967, authorizes training in education at the basic level for those unable to qualify for occupational training, lowers the age limit to 17 for the youth training program, and authorizes the appropriation of \$16 million for the program for fiscal year 1964, \$407 million for 1965, \$281 million for 1966, and \$161 million for 1967. pp. 23079-23105, 23127-8.
Agreed to the following amendments:
By Rep. Taft, to reduce the authorizations for this program to \$161 million for 1964, \$322 million for 1965, \$214,666,667 for 1966, and \$161 million for 1967. pp. 23099-103
By Rep. Gibbons, in a teller vote 137 to 121, a substitute amendment to Rep. Taft's amendment to authorize \$407 million for 1965 and \$281 million for 1966. pp. 23101-3
21. VOCATIONAL EDUCATION. By a vote of 330 to 65, agreed to the conference report on H. R. 4955, to strengthen and improve the quality of vocational education and to expand the vocational education program. (pp. 23105-21, 23128) See Digest 202 for items of interest.
22. FOREIGN TRADE. Received the conference report on H. R. 2513, to amend the Tariff Act of 1930 to require certain new packages of imported articles to be marked

to indicate country of origin of the contents (H. Rept. 1035). pp. 23121-2

The Ways and Means Committee voted to report (but did not actually report) with amendment H. R. 2652, to amend the Tariff Act of 1930 to provide for the duty-free importation of certain wools for use in the manufacturing of polishing felts. p. D989

23. MEATS. Rep. Matthews expressed concern over foreign livestock imports and inserted a statement of the Florida Cattlemen's Association urging establishment of a system of quotas for the importation of Beef. pp. 23122-3
24. RIVER BASINS; FLOOD CONTROL. Rep. Albert stated he would make no commitment as to the reporting date by the conferees on the proposed River Basin and Flood Control Act. p. 23065
25. OPINION POLL. Rep. Stratton inserted a voter survey in New York's upstate 35th Congressional District concerning passage of the President's civil rights bill, tax reduction, continuation of ARA and accelerated public works programs, youth employment opportunities bill, establishment of a Domestic Peace Corps, and permitting dairy farmers to cooperate in a voluntary supply-management program. p. 23125
26. LUMBER. The Ways and Means Committee voted to report (but did not actually report) with amendment H. R. 7307, to amend the Internal Revenue Code with respect to the apportionment of the depletion allowance between parties to contracts for the extraction of minerals or the severance of timber. p. D989
27. LEGISLATIVE PROGRAM. Rep. Albert announced that on Fri., Dec. 13, the House will consider the conference report on the military construction appropriation bill, and he stated that "we do have the foreign aid appropriation bill and, I assume, that will be ready for Mon.", Dec. 16. p. 23122

ITEMS IN APPENDIX

28. EXPENDITURES; TAXATION. Extension of remarks of Rep. Curtis inserting an article, "Planned Deficits: They Can Only Create An Illusion of Prosperity." pp. A7566-7
29. RESEARCH. Extension of remarks of Rep. Schneebeli inserting a statement describing how Pa. State University is now prepared to work with State and Federal agencies in research and development programs. pp. A7568-9
30. CIVIL DEFENSE. Extension of remarks of Rep. Albert inserting a resolution adopted by the Okla. State Civil Defense Directors commending House passage of legislation providing for further development of a nationwide fallout shelter system. p. A7570
31. ECONOMICS. Extension of remarks of Rep. Reuss inserting an address by James W. Knowles, of the Joint Economic Committee staff, "which surveys the economic outlook for 1964, with and without the tax cut now before Congress." pp. A7577-9
32. AREA REDEVELOPMENT. Extension of remarks of Rep. Fuqua inserting an address by Deputy Area Redevelopment Administrator Williams at the groundbreaking ceremonies for a new hardboard plant at Blountstown, Fla. pp. A7581-2

88TH CONGRESS
1ST SESSION

H. R. 8720

IN THE SENATE OF THE UNITED STATES

DECEMBER 13, 1963

Received; read twice, considered, read the third time, and passed

AN ACT

To amend the Manpower Development and Training Act of
1962.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*
3 That section 101 of the Manpower Development and Train-
4 ing Act of 1962 (hereinafter referred to as "the Act") is
5 amended by inserting after "sought out and trained" the
6 following: "as quickly as is reasonably possible", and by
7 inserting after "afforded to these people" the following:
8 "with the least delay".

9 SEC. 2. (a) Subsection (a) of section 202 of the Act
10 is amended by striking out the second sentence thereof.

11 (b) Section 202 of the Act is amended by redesignating

1 subsections (b) through (g) as subsections (c) through
2 (h), respectively, and by inserting immediately after sub-
3 section (a) the following new subsection:

4 “(b) Whenever appropriate the Secretary shall pro-
5 vide a special program for the testing, counseling, selection,
6 and referral of youths, sixteen years of age or older, for occu-
7 pational training and further schooling, who because of
8 inadequate educational background and work preparation
9 are unable to qualify for and obtain employment without
10 such training and schooling.”

11 (c) Subsection (d) of such section (as so designated
12 prior to the redesignation provided for in subsection (b))
13 is amended by inserting after “training” in the first sentence
14 thereof the following: “(other than for training under sub-
15 section (i))”.

16 (d) Such section is further amended by adding at the
17 end thereof the following new subsection:

18 “(i) Whenever appropriate, the Secretary of Labor
19 may also refer for the attainment of basic education skills
20 those eligible persons who indicate their intention to, and
21 will thereby be able to, pursue courses of occupational train-
22 ing of a type for which there appears to be reasonable
23 expectation of employment. Such referrals shall be con-
24 sidered a referral for training within the meaning of this

1 Act, and such persons shall be eligible for training allow-
2 ances for not to exceed an additional twenty weeks.”

3 SEC. 3. (a) Subsection (a) of section 203 of the Act
4 is amended—

5 (1) by inserting in the second sentence of the first
6 paragraph after “fifty-two weeks” the following: “(ex-
7 cept where authorized for individuals referred for train-
8 ing under section 202 (i))”,

9 (2) by inserting in such sentence after “not ex-
10 ceed” the following: “\$10 more than”,

11 (3) by inserting in the first sentence of the second
12 paragraph after “less than” the following: “\$10 more
13 than”,

14 (4) by inserting in the second sentence of the
15 second paragraph after “compensation and” the follow-
16 ing: “\$10 more than”, and

17 (5) by adding at the end of such subsection the
18 following new paragraph:

19 “The training allowance of a person engaged in full-time
20 training under section 231 shall not be reduced on account
21 of his part-time employment which does not exceed twenty
22 hours per week, but shall be reduced in an amount equal
23 to his full earnings for hours worked in excess of twenty
24 hours per week.”

1 (b) Subsection (c) of such section is amended to read
2 as follows:

3 “(c) The Secretary of Labor shall pay training allow-
4 ances only to unemployed persons who have had not less
5 than two years of experience in gainful employment and who
6 are either heads of families or heads of households as defined
7 in the Internal Revenue Code of 1954, or who are members
8 of a household in which the head of the household or the
9 head of the family is unemployed: *Provided*, That not more
10 than one person in any one household may be receiving
11 training allowances under this Act at any particular time.
12 Notwithstanding the preceding sentence, the Secretary may
13 pay training allowances at a rate not in excess of \$20 a
14 week to youths seventeen years of age or older who require
15 such training allowance in order to undertake training, who
16 are referred for training in accordance with section 202 (b) ,
17 and who are not entitled to allowances under the preceding
18 sentence, except that no such training allowance shall be
19 paid to any such youth who has not graduated from high
20 school, unless the Secretary has satisfied himself that such
21 youth has continuously failed to attend school for a period
22 of not less than one year and that the local authorities after
23 pursuing all appropriate procedures, including guidance and
24 counseling, have concluded, after considering any assistance
25 available under section 13 of the Vocational Education Act of

1 1963, that further school attendance by such youth in any
2 regular academic or vocational program is no longer prac-
3 ticable under the circumstances. Not more than 25 per
4 centum of the persons who are receiving training allowances
5 (or who would be entitled thereto but for receipt of unem-
6 ployment compensation) may be youths under the age of
7 twenty-two.”

8 (c) Subsection (d) of such section is amended to read
9 as follows:

10 “(d) For the fiscal year ending June 30, 1966, any
11 amount paid to a State for training allowances under this
12 section, or as reimbursement for unemployment compensa-
13 tion under subsection (h), shall be paid on condition that
14 such State shall bear $33\frac{1}{3}$ per centum of the amount of such
15 payments, and for each fiscal year thereafter such amounts
16 shall be paid on condition that such State shall bear 50 per
17 centum of the amount of such payments.”

18 (d) Paragraph (2) of subsection (h) of such section
19 is amended by striking out “July 1, 1964, and for 50 per
20 centum of the amount of such benefits paid on or after that
21 date” and inserting in lieu thereof the following: “July 1,
22 1965, for $66\frac{2}{3}$ per centum of the amount of such benefits paid
23 during the fiscal year ending June 30, 1966, and 50 per
24 centum of the amount of such benefits paid thereafter”.

1 SEC. 4. (a) The center heading of section 205 of the
2 Act is amended to read as follows: "ADVISORY COMMIT-
3 TEES".

4 (b) Subsection (b) of such section is amended to read
5 as follows:

6 "(b) For the purpose of making expert assistance avail-
7 able to persons formulating and carrying on programs under
8 this title, the Secretary shall, where appropriate, require the
9 organization on a community, State, and/or regional basis
10 of labor-management-public advisory committees."

11 (c) Subsections (d) and (e) of such section are
12 amended by inserting "National Advisory" immediately
13 before "Committee" each place it appears.

14 SEC. 5. Part A of title II of the Act is amended by
15 adding at the end thereof the following new section:

16 "LABOR MOBILITY DEMONSTRATION PROJECTS

17 "SEC. 208. During the period ending June 30, 1965,
18 the Secretary of Labor shall develop and carry out, in a
19 limited number of geographical areas, pilot projects designed
20 to assess or demonstrate the effectiveness in reducing un-
21 employment of programs to increase the mobility of un-
22 employed workers by providing assistance to meet their
23 relocation expenses. In carrying out such projects the
24 Secretary may provide such assistance, in the form of grants
25 or loans, or both, only to involuntarily unemployed indi-

1 individuals who cannot reasonably be expected to secure full-
2 time employment in the community in which they reside,
3 have bona fide offers of employment (other than temporary
4 or seasonal employment), and are deemed qualified to
5 perform the work for which they are being employed.
6 Where such assistance is provided in the form of grants,
7 such grants may not exceed 50 per centum of the expenses
8 incurred reasonably necessary to the transportation of the
9 person who is relocating, and his family, and their house-
10 hold effects. Where such assistance is provided in the form
11 of loans, or a combination of loans and grants, the total
12 amount thereof may not exceed 100 per centum of such
13 expenses and shall be made subject to such terms and
14 conditions as the Secretary may prescribe. Of the funds
15 appropriated for a fiscal year to carry out this title, not
16 more than 2 per centum thereof, or \$4,000,000, whichever
17 is the lesser, may be used for the purposes of this section."

18 SEC. 6. (a) The first sentence of section 231 of the
19 Act is amended by inserting before the period at the end
20 thereof the following: " , except that with respect to edu-
21 cation to be provided pursuant to referrals under subsection
22 (b) or (i) of section 202, the Secretary of Health, Educa-
23 tion, and Welfare may make arrangements for the provision
24 of the education to be provided under such subsection
25 through other appropriate education agencies".

1 (b) The second sentence of section 231 of such Act is
2 amended by striking out “, if facilities or services of such
3 agencies or institutions are not adequate for the purpose,”
4 and by inserting before the period at the end of such sentence
5 the following: “where such institutions can provide substan-
6 tially equivalent training with reduced Federal expenditures”.

7 (c) The third sentence of section 231 of such Act is
8 amended to read as follows: “The State agency shall be
9 paid 50 per centum of the cost to the State of carrying out
10 the agreement, except that for the period ending June 30,
11 1965, the State agency shall be paid 100 per centum of
12 the cost to the State of carrying out the agreement with
13 respect to unemployed persons, and for the fiscal year ending
14 June 30, 1966, the State agency shall be paid 66 $\frac{2}{3}$ per
15 centum of such cost.”

16 SEC. 7. (a) Subsection (a) of section 304 of the Act is
17 amended by striking out “and a like amount for the fiscal
18 year ending June 30, 1965” and inserting in lieu thereof the
19 following: “and each of the two succeeding fiscal years”.

20 (b) Subsection (b) of such section is amended by
21 striking out “\$161,000,000 for the fiscal year ending June
22 30, 1964, and a like amount for the fiscal year ending
23 June 30, 1965” and inserting in lieu thereof the following:
24 “\$161,000,000 for the fiscal year ending June 30, 1964,

1 \$407,000,000 for the fiscal year ending June 30, 1965,
2 and \$281,000,000 for the fiscal year ending June 30, 1966”.

3 (c) Subsection (c) of such section is amended by strik-
4 ing out “and a like amount for the fiscal year ending June
5 30, 1965” and inserting in lieu thereof the following: “and
6 each of the two succeeding fiscal years”.

7 SEC. 8. Section 305 of the Act is amended by striking
8 out “vocational”.

9 SEC. 9. Subsections (a) and (b) of section 309 of the
10 Act are each amended by striking out “March 1, 1964” and
11 inserting in lieu thereof “April 1, 1964, April 1, 1965, and
12 April 1, 1966”.

13 SEC. 10. Section 310 of the Act is amended by striking
14 out “1965” both times it appears and inserting in lieu thereof
15 “1966”.

Passed the House of Representatives December 12, 1963.

Attest:

RALPH R. ROBERTS,

Clerk.

80TH CONGRESS
1ST SESSION

H. R. 8720

AN ACT

To amend the Manpower Development and
Training Act of 1962.

DECEMBER 13, 1963

Received, read twice, considered, read the third time,
and passed

NOT VOTING—59

Abblitt	Gill	Pilcher
Belcher	Goodling	Rains
Bennett, Mich.	Grant	Roberts, Ala.
Blatnik	Green, Pa.	Rogers, Tex.
Boggs	Hagan, Ga.	Scott
Bonner	Hansen	Shelley
Brook	Harris	Sheppard
Brooks	Harvey, Mich.	Staebler
Bruce	Hébert	Teague, Tex.
Burton	Kelly	Thompson, La.
Cederberg	McMillan	Thompson, Tex.
Celler	Maillard	Thornberry
Collier	Martin, Calif.	Trimble
Davis, Tenn.	Martin, Mass.	Van Pelt
Denton	Matsunaga	Vinson
Diggs	Michel	Wilson
Dingell	Miller, N.Y.	Charles H.
Dorn	Milliken	Wright
Duncan	Murphy, N.Y.	Younger
Garmatz	O'Brien, Ill.	

So the conference report was agreed to. The Clerk announced the following pairs:

On this vote:

Mr. Younger for, with Mr. Collier against.

Until further notice:

Mr. Green of Pennsylvania with Mr. Martin of Massachusetts.

Mr. Hébert with Mr. Van Pelt.

Mr. Celler with Mr. Bruce.

Mr. Boggs with Mr. Miller of New York.

Mr. Roberts of Alabama with Mr. Michel.

Mr. Sheppard with Mr. Bennett of Michigan.

Mr. Garmatz with Mr. Goodling.

Mrs. Kelly with Mr. Maillard.

Mr. Thompson of Louisiana with Mr. Belcher.

Mr. Rogers of Texas with Mr. Martin of California.

Mr. Staebler with Mr. Brock.

Mrs. Hansen with Mr. Cederberg.

Mr. Gill with Mr. Burton.

Mr. Murphy of New York with Mr. Teague of Texas.

Mr. Blatnik with Mr. Davis of Tennessee.

Mr. Dingell with Mr. Pilcher.

Mr. Rains with Mr. Trimble.

Mr. Bonner with Mr. Denton.

Mr. Abblitt with Mr. Charles H. Wilson.

Mr. Brooks with Mr. O'Brien of Illinois.

Mr. Diggs with Mr. Matsunaga.

Mr. Vinson with Mr. Duncan.

Mr. Grant with Mr. Thornberry.

Mr. Thompson of Texas with Mr. McMillan.

Mr. Harris with Mr. Wright.

Mr. Hagan of Georgia with Mr. Scott.

Mr. ARENDS changed his vote from "yea" to "nay."

Mr. BROYHILL of North Carolina changed his vote from "nay" to "yea."

The result of the vote was announced as above recorded.

The doors were opened.

The SPEAKER. The Clerk will report the first amendment in disagreement.

The Clerk read as follows:

Senate, amendment No. 5: Page 6, line 4, insert the following:

"UNITED STATES SECTION, SAINT LAWRENCE RIVER JOINT BOARD OF ENGINEERS

"For necessary expenses of the United States section of the Saint Lawrence River Joint Board of Engineers, established by Executive Order 10500, dated November 4, 1953, including services as authorized by section 15 of the Act of August 2, 1946 (5 U.S.C. 554), at rates not to exceed \$100 per day for individuals; \$10,000: *Provided*, That no part of these funds shall be obligated until agreement has been entered into, by the United States Government and the United States entity authorized to construct the power works in the International Rapids section of the Saint Lawrence River, providing for the reimbursement of the expendi-

tures of the United States section of this Board by the construction entity."

Mr. CANNON. Mr. Speaker, I offer a motion.

The Clerk read as follows:

Mr. CANNON moves that the House recede from its disagreement to the amendment of the Senate numbered 5 and concur therein.

The motion was agreed to.

The SPEAKER. The Clerk will report the next amendment in disagreement.

The Clerk read as follows:

Senate amendment No. 19: Page 16, line 23, after the word "law" insert the following: "*Provided*, That net revenues not to exceed \$140,000 arising from the lease of grazing and agricultural lands within the Tule Lake and Lower Klamath Lake Divisions as determined by the Secretary may be credited to the cost heretofore and hereafter incurred for the Klamath project water rights program, notwithstanding the provisions of section 2(c) of the Act of June of June 17, 1944, and sections 2(a), 2(b), 2(c) of the Act of August 1, 1956."

Mr. CANNON. Mr. Speaker, I offer a motion.

The Clerk read as follows:

Mr. CANNON moves that the House recede from its disagreement to the amendment of the Senate numbered 19 and concur therein.

The motion was agreed to.

A motion to reconsider the votes by which action was taken on the several motions was laid on the table.

CORRECTION OF ROLLCALLS

Mr. GONZALEZ. Mr. Speaker, on rollcall Nos. 231 and 232 I am recorded as not being present. I was present and answered to my name. I ask unanimous consent that the permanent Record and the Journal be corrected accordingly.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

Mr. DELANEY. Mr. Speaker, by direction of the Committee on Rules, I call up House Resolution 583 and ask for its immediate consideration.

The Clerk read as follows:

Resolved, That upon the adoption of this resolution it shall be in order to move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 8720) to amend the Manpower Development and Training Act of 1962. After general debate, which shall be confined to the bill and shall continue not to exceed two hours, to be equally divided and controlled by the chairman and ranking minority member of the Committee on Education and Labor, the bill shall be read for amendment under the five-minute rule. At the conclusion of the consideration of the bill for amendment, the Committee shall rise and report the bill to the House with such amendments as may have been adopted, and the previous question shall be considered as ordered on the bill and amendments thereto to final passage without intervening motion except one motion to recommit.

Mr. DELANEY. Mr. Speaker, I yield 30 minutes to the gentleman from Ohio

[Mr. BROWN]; and, pending that, I yield myself such time as I may consume.

Mr. Speaker, House Resolution 583 provides for consideration of H.R. 8720, a bill to amend the Manpower Development and Training Act of 1962. The resolution provides an open rule with 2 hours of general debate.

The record for the first 12 months of operation of the Manpower Development and Training Act is an unqualified success. It is now clear that the target set by Congress for the 3-year program of approximately 400,000 unemployed workers retrained and placed in productive employment will be achieved. This success comes at a time when the need for retraining may be growing far beyond the level originally expected.

H.R. 8720 would waive the State matching requirement for fiscal 1965 and extend the act for 2 additional years with the requirement that States match one-third and one-half, respectively, in fiscal years 1966 and 1967. It authorizes training in education at the basic level for those unable to qualify for occupational training provided evidence exists of intention to undertake such training and for this group an additional 20 weeks of training allowances are authorized. It provides for the expansion of the youth training program by lowering the age limit for youth training allowances from 19 to 17, subject to a restriction of a 1-year waiting period for school dropouts, by increasing the proportion of youth receiving training allowances to 25 percent of those receiving allowances and restricts the youth training allowances to those in special youth training projects. For these changes one-half of the President's request for new funds, \$50 million, is authorized for fiscal 1964 and the full request, \$100 million, is authorized for fiscal 1965.

Mr. Speaker, I urge the adoption of House Resolution 583.

Mr. BROWN of Ohio. Mr. Speaker, I yield 3 minutes to the gentleman from New York [Mr. LINDSAY].

(Mr. LINDSAY asked and was given permission to revise and extend his remarks and to speak out of order.)

Mr. LINDSAY. Mr. Speaker, I thank the gentleman from Ohio for yielding me this time. I take the time to ask a question of the majority leadership, if the leadership is here on the floor, as to what happened to the indigent dependents bill. This is a most important piece of legislation. The rule was approved yesterday and we expected to debate it today. We are prepared to debate it. I do not mind any personal inconvenience, although I canceled some engagements late this afternoon because of this bill and the length of the calendar. But it is an inconvenience to the country, to the courts, and to the American bar.

This is a bill that I advised the bar associations in my community—and I think others did the same—would be discussed in the House today and voted on. I wonder whether I, as a member of the Committee on the Judiciary who was not advised that the bill had been dropped from today's calendar, may expect the bill on the floor tomorrow, or next week or next year, or when it will come up.

Mr. Speaker, I hope that before the day is over, if the majority leadership is not presently on the floor and if the chairman of the Committee on the Judiciary is not around, we can obtain an answer to this question.

Mr. GROSS. Mr. Speaker, will the gentleman yield?

Mr. LINDSAY. I yield to the gentleman from Iowa.

Mr. GROSS. How about a Saturday session to deal with the bill? The gentleman will recall there was a session last Saturday and for a lesser reason.

Mr. LINDSAY. I think it is a bill that we ought to proceed with as fast as possible. It is a bill that is important to the entire country. It has to do with the defense of indigents who are rightly or wrongly accused of crime. It was reported out of the Judiciary Committee a long time ago. We expected to debate it yesterday or today. I do not understand, nor can I agree to the delay.

Mr. CONTE. Mr. Speaker, will the gentleman yield?

Mr. LINDSAY. I yield to the gentleman from Massachusetts.

Mr. CONTE. I think the gentleman from New York has made a valid inquiry. The inquiry should be answered. Therefore we should bring those responsible to the floor.

CALL OF THE HOUSE

Therefore, Mr. Speaker, I make the point of order that a quorum is not present.

The SPEAKER. Evidently a quorum is not present.

Mr. SMITH of Virginia. Mr. Speaker, I move a call of the House.

A call of the House was ordered.

The Clerk called the roll, and the following Members failed to answer to their names:

[Roll No. 236]

Abbitt	Green, Pa.	Powell
Alger	Hanna	Rains
Bass	Hansen	Rogers, Tex.
Belcher	Harris	Scott
Blatnik	Harsha	Shelley
Boggs	Harvey, Mich.	Sheppard
Boland	Hébert	Sibal
Bolling	Kelly	Sisk
Bonner	Kilgore	Smith, Calif.
Brook	Lankford	Springer
Brown, Calif.	Leggett	Staebler
Burton	McMillan	Stratton
Carey	Mailliard	Teague, Calif.
Cederberg	Martin, Calif.	Teague, Tex.
Celler	Martin, Mass.	Thompson, La.
Collier	Meador	Thompson, Tex.
Cooley	Michel	Thornberry
Denton	Miller, N.Y.	Trimble
Dingell	Milliken	Ullman
Dorn	Murphy, N.Y.	Van Pelt
Duncan	O'Brien, Ill.	Vinson
Elliott	Olson, Minn.	Wilson
Gill	O'Neill	Charles H.
Goodling	Osmers	Wright
Grabowski	Passman	Younger
Grant	Pilcher	

The SPEAKER pro tempore (Mr. ALBERT). On this rollcall 354 Members have answered to their names, a quorum.

By unanimous consent, further proceedings under the call were dispensed with.

Mr. BROWN of Ohio. Mr. Speaker, I yield the gentleman from New York [Mr. LINDSAY] 3 additional minutes.

Mr. LINDSAY. Mr. Speaker, before the call of the House, we were trying to discover what had happened to the indigent defendants bill. We are prepared

to talk on that bill today and pass on it. It was originally scheduled for floor debate Tuesday. Then the majority leader forced an early adjournment yesterday, Wednesday, and we were told that we would debate it and pass upon it today. I have now discovered that none of the minority members of the House Judiciary Committee were told yesterday by the chairman of the Judiciary Committee that he would not call the bill up today. We heard about it through the grapevine. This is not right. The bill is an important one. Neither it nor its sponsors should be treated in this fashion. Let us get on with our job.

Mr. MOORE. Mr. Speaker, will the gentleman yield?

Mr. LINDSAY. I yield to the gentleman from West Virginia, who is the author of the bill.

Mr. MOORE. The gentleman is asking a very important question with respect to the indigent defendants bill. On this side of the aisle we had no knowledge whatsoever that the bill would not be heard today. I am advised that the chairman of the Committee on the Judiciary has indicated he will not call the bill up this week. I am not advised as to what his intentions are for next week. I do know, as the gentleman has stated, that there is a tremendous amount of interest in this legislation. If I might by way of information say to the House that this bill was reported by the Committee on the Judiciary long before the civil rights bill and it suffered as a result of the hearings on the civil rights bill to the extent that the staff of the Committee on the Judiciary was completely tied up with hearings on that bill. No report had been filed or written for as much as 2½ months. However, in consideration of the work of the Committee on the Judiciary, I did not push for the report to be filed. I am extremely disappointed that the chairman of the Committee on the Judiciary has not called the bill up, and I would say to the gentleman as far as I have been able to ascertain from the ranking member of the Committee on the Judiciary others on this side, including myself, who are interested in the legislation, that none of us were advised of the decision by the chairman of the committee to delay consideration of this very important legislation.

Mr. LINDSAY. I thank the gentleman very much. I yield to the gentleman from Ohio [Mr. ASHBROOK].

Mr. ASHBROOK. Mr. Speaker, the gentleman made a very good point and I commend him on it. I think he made a good point the other day, and I was surprised when one of the leaders of the House said that they do not tell every Tom, Dick, and Harry what goes on. As I took a look around the House during the quorum call, it appears to me also that they do not tell the Glenns, the Elmers, Dels, Sherms, Earls, Alexandera, Thors, Hastings, Flos, Charlottes, Arches, Franks, Johns, Bills, Dons, Harolds, Stewarts, Brads, Stans, Charlies, Margarets, Hermans, Durwards, Joels, Irvings, Burts, Clarks, Ralphs, Ogdens, Mels, Als, Daves, Howards, Bens, Lous, Ollies, Freds, Peters, Pauls, Jims, Genes, Kath-

rins, Ogdens, Garners, Anchors, Odins, Clarences, Eds, Rosses, Walters, and Joes.

Mr. LINDSAY. I thank the gentleman.

Mr. BROWN of Ohio. Mr. Speaker, I yield myself such time as I may require.

The gentleman from New York [Mr. DELANEY] has explained this rule. This resolution makes in order the consideration of H.R. 8720, an open rule with 2 hours of general debate.

I have taken this time because I think we ought to discuss for just a moment or two, under consideration of the rule, just what this bill would do if enacted into law and also talk about some amendments that may be offered to the measure when we got into the Committee of the Whole.

The major provisions of this bill would: first, postpone the effective date of State matching requirements and extend the act.

In other words, it would not require any matching on the part of the States with Federal funds during the fiscal year 1965, when it starts next July 1, as provided in the original act.

Second, it would expand the youth training program and would reduce the age for youth training allowances from 19 to 17, with a 1-year waiting period for school dropouts; it would increase the proportion of youth receiving allowances from 5 to 25 percent, and restrict the youth training allowances to those in special youth training projects.

The training of our youth for useful work is important and appealing. Although I have not had the opportunity to study fully the impact of the compromise measure brought out as part of the conference report on the vocational education bill, it is my understanding that the vocational education bill has almost the same sort of provision for youth training. In fact there would be grave danger that two different governmental agencies would be trying to do the same thing with Federal funds. This might bring about a conflict and great misunderstanding. I believe that matter should be cleared up here in this bill or in consideration of the conference report on the vocational education bill.

Third, the bill that will be brought before us also provides for the basic education of trainees. This is a new section of the law. It was not in the previous act that is being amended. This bill would extend the period for which training allowances can be provided for another 20 weeks for those who cannot enter any occupational training because of inadequate education. This means that we are going to provide basic education for these individuals for another 20 weeks so they can absorb this training program.

Mr. Speaker, under this proposed new section of the act the extended time for the education of trainees is expected to provide a sufficient period for special training in the area of reading, writing, language skills, and arithmetic.

Fourth, this bill also increases training allowances. The Secretary of Labor would be authorized to pay a train-

ing bonus of up to \$10 a week over the current average level of unemployment compensation paid in the State, when he determines the training allowance to be too low. That is new language.

The bill would also permit trainees to engage in part-time work, up to 20 hours a week, without any reduction in the training allowances granted them.

Fifth, the bill as proposed would transfer authority over advisory committees to the Secretary of Labor and give the Secretary of Labor more power than he now enjoys.

Presently the National Advisory Committee is given the authority to encourage and to assist in the organization of the various local or State advisory committees. The bill would transfer this authority to the Secretary of Labor, and if in the Secretary's opinion it would not be appropriate to have such committees, then they would not have them; they would not be required. In other words, the Secretary would be given complete discretion in the matter.

Finally, Mr. Speaker, the bill would provide for labor mobility demonstration projects. That is a new section and something that has not been done before. It would authorize grants of up to 50 percent, or loans up to 100 percent, of relocation costs in a limited number of pilot projects, and no ceiling is placed thereon, in order to increase the mobility of unemployed workers. This would permit them to be transferred over the country.

Now, in the three titles of this act, or the present act, based upon the increases to be added, one can see that there will be some rather hefty increases.

For the present fiscal year of 1964, which has only 6 months to run, the present authorization under the act is \$161 million, but it would be increased to \$211 million, or \$50 million more than under the present law.

For 1965, the present law would authorize expenditures of \$161 million, but that would be increased to \$422 million, making an increase in the fiscal year 1965 of \$261 million.

Then, for fiscal 1966, a year for which there are no existing authorizations, there would be \$281,333,333 allocated which, of course, is an increase of just that amount.

And, in fiscal year 1967 there would be \$211 million of new money authorized for programs which, of course, would be continued through that fiscal year.

Now, Mr. Speaker, some of these increases will undoubtedly be subject to amendment. I understand that there will be amendments offered, perhaps from the minority side, to meet some of the objections that have been made to the provisions of this act, and, perhaps, to hold down to a certain extent some of the new authorities and the new expenditures provided for in this bill.

Mr. Speaker, I have no further request for time.

Mr. DELANEY. Mr. Speaker, I yield 5 minutes to the gentleman from Indiana [Mr. MADDEN].

(Mr. MADDEN asked and was given permission to revise and extend his remarks.)

Mr. MADDEN. Mr. Speaker, this program to combat job displacement by reason of automation is merely in its infancy. The Committee on Education and Labor should be congratulated for the work it did and the months spent on hearings in presenting this bill. The legislation started in February 1962. In the short time it has been in operation over 100,000 have received educational benefits under this program. Over 80 percent of those today are employed throughout the country where they otherwise would probably be on relief had this program not been in force and effect.

Mr. Speaker, the reason for job retraining is that as time marches on more and more educational advantages will have to be given to hundreds of thousands of unemployed throughout this Nation. We all realize what automation has done.

Automation in my district, which is an industrial area, has thrown thousands out of work or reduced them to part-time jobs. A great number of people who have been thrown out of work are between the ages of 25 and 45. They are heads of families. They are not equipped to go into any other line of endeavor whatsoever. If a program of this type is not extended, as this legislation calls for, possibly hundreds of thousands will be on the relief rolls for years and years to come.

It is estimated that every person who is unemployed costs the taxpayers of this country, if they are on relief, about \$1,000 a year. So this is one of the most economical programs that the Congress and our Government can enact.

The various States after 1965 will pay 50 percent of this load. The Government will pay the remaining 50 percent. But considering the people who are taken off the relief rolls and in relieving the taxpayers of this country of the expense of taking care of them, the program is economical, and it should be expanded.

This is nothing more than a project to help the unemployed take care of themselves.

You have read what has happened to Studebaker in the last week, where there will probably be 6,000 to 8,000 men thrown out of work in South Bend alone. The editor of the South Bend, Ind., Tribune said in his testimony before the committee that large numbers of mechanics, craftworkers, service station attendants and so forth, who have taken this course are working today. Most chambers of commerce and the labor unions in Indiana, Chicago, Pittsburgh, and elsewhere endorse this program. As a matter of fact, I do not know of anybody who is opposed to it if they have made a study of the repercussions of millions of unemployed.

Secretary Wirtz testified before the committee that there are 300,000 unemployed people today who have had only 5 years of education.

He also testified that in this decade, from 1960 to 1970, there will be 26 million young people looking for work in this country. Five and a half million youths just out of college are looking for work, and 2 million of the 5.5 million young

people are dropouts from the schools. They are going to be on the relief rolls unless the Government and the States expand and increase this great program to give these young people an opportunity to get jobs. They are married, a lot of them, and have to support their families.

The public school corporations in Indiana are gladly working along with the State employment service to make this retraining of the jobless a success.

These amendments set out in the pending bill provide for training in the fundamentals—reading, writing, and arithmetic—as these are necessary in order to qualify for the most moderate skills.

Secretary of Labor Wirtz testified before the committee that over 3 million jobless today have less than 5 years of education. Unless this program is expanded they will be on relief or in the human scrapheap.

It is estimated that for each unemployed person on relief it costs the taxpayers \$1,000 per year. If many of these folks can be returned to work they will be paying taxes to the Treasury instead of creating a financial burden. This legislation will prove to be, over the years, an economy measure.

Edgar Hoover says that juvenile delinquency costs the taxpayers of this country about \$3½ billion a year. A program of this kind will be a help in eliminating a great deal of juvenile delinquency because it will place a great number of these young people in school and give them an opportunity to go to work.

In regard to the dropouts, I think that it will have a moral effect on a great number of these young chaps that drop out of high school. Finally they have passed the age of high school and do not want to go back to school. Then if they have the opportunity to take advantage of a program like this it will give them employment and take them off the relief rolls.

We had an experience in my district back when great unemployment existed 30 years ago during the depression. At that time the Communist agitators had fertile fields to work on, the unemployed and discontented.

So I think this program is one of the best steps we can take, not only to combat communism but to give jobs to our young people who are thrown out of work. It will contribute to the morale and happiness of hundreds of thousands who are rendered idle by automation and other causes.

Mr. DELANEY. Mr. Speaker, I yield 10 minutes to the gentleman from Virginia [Mr. SMITH].

Mr. SMITH of Virginia. Mr. Speaker, I have very little to say here this morning and what little I do say will be of no avail. Any effort to stop the expenditure of money in the Congress seems to be an exercise in futility.

I just want to say a few words about this bill as it exemplifies the pattern that goes on about all of these welfare programs. This program was enacted 2 years ago and went into effect last year. I am told that it has done fairly good

work, that it has been successful, and I am glad that it has. This is an educational program, to educate people to do other jobs. Of course, we have just in the past few weeks passed another bill, which I supported, for vocational education, to do the same thing to the younger generation that this bill is doing for the older generation.

It is the pattern here that as soon as you get your nose under the tent with a new program you go on from there and the lid is off and the costs go up and up year after year.

It does seem to me that the House ought to have an awareness of where you are heading with our fiscal affairs.

Remember that three times this year we have had to deal with the ceiling on our national debt. Of course, if this tax bill passes, you are going to have to deal with it another time. You are already faced with a deficit for this year of something like \$9 billion. Yet, we keep on putting new programs—programs that call for the authorization and expenditures of money. Then you say the Committee on Appropriations ought to stop it. It is not up to the Committee on Appropriations. It is up to you men and women sitting in this room to stop it—to stop the authorization because the authorization is the thing that does it initially.

My chief purpose in wanting to make these remarks to you is just to bring to your attention what the present situation is in regard to new and additional expenditures in this fiscal year—provisions for new expenditures that have already been adopted or that are now pending such as this measure that is now before you.

Now as to the subject matter of this particular bill, it is working fine, but you cannot educate everybody in the United States to do a different job. In the first place, it is not the business of the Federal Government. I do not know of any authorization for it under the Constitution. But if you carry this on out to its extreme limit, you do not know what it is going to cost you.

Do you know what this bill authorizes? It authorizes the expenditure of \$783,333 in new and increased appropriations. But what is the whole picture on new expenditures either passed in this fiscal year or now pending and being urged upon you people to pass? We hear a lot of talk about economy. It looks mighty good in print and it looks and sounds

mighty nice on the radio and television. We rant and rave some of us about, "Let's have economy." But you know words do not make economy. The thing that is going to reduce expenditures is going to be the action of the Members of this House of Representatives on the floor of Congress. We have to do the appropriating and we have to do the authorizing. The question is—What are you going to do about it? Are you going to keep on? I think you are, but nevertheless I am going to tell you what you have facing you.

I have prepared a list of either new programs or increasing programs previously authorized. I will not take the time to read them. But I have a tabulation of the bills and what they are and what the total amounts to. Remember you have a projected deficit in the budget this year of \$9 billion, I believe, and if you have a tax reduction you are going to reduce your receipts of Government by \$9 billion more; and if you pass this bill as you did the rest of them, you are going to have to increase your authorizations for new or increased projects, largely of a welfare nature, by the small sum of \$11,191,934,333.

Now you are going to have a test today on this bill. I think we ought to have a rule on it. I think the rule ought to be adopted and I think the House ought to be put on a rollcall vote on it.

But let us see. Here is a program that is working all right but they want to double it or triple it. What I am trying to emphasize is that that is the pattern of everyone of these new programs: "Let's get our nose under the tent. Let us get just a little authorization that nobody is going to quarrel about very much."

Get that first step and the next step and then we will go to town on this stuff. That is what you are doing, and everybody here knows it. Everybody here knows it. Now, here is a good opportunity. Do not be overcome by the Christmas spirit. I know it is nice to make Christmas presents of the taxpayers' money. It is awfully easy for us to do that here.

Mr. JONES of Missouri. Mr. Speaker, will the gentleman yield?

Mr. SMITH of Virginia. I yield to the gentleman from Missouri.

Mr. JONES of Missouri. The gentleman mentioned a figure a few moments ago of \$700-odd million. If my figures are correct, it seems this authorization

is for 4 years in title II and it makes authorization for \$1,125,335,337. Are you just referring to the increased amount?

Mr. SMITH of Virginia. I am referring to this figure that is gotten up for me, I might say, by my staff in the Committee on Rules. They have all of these figures before them. The new authorization on the manpower bill, which is what I am talking about, this new Christmas gift, is \$783,333,000.

Mr. JONES of Missouri. But the total authorization for title II for the 4 years would be \$1,125 million?

Mr. SMITH of Virginia. It would. You already have some authorization.

Mr. HORAN. Mr. Speaker, will the gentleman yield?

Mr. SMITH of Virginia. I am glad to yield to the gentleman from Washington.

Mr. HORAN. I am very happy that the chairman of the Committee on Rules, the gentleman from Virginia, has given us this counsel this afternoon. I voted for this measure when it passed the House. I believe it has a good record. However, I do not believe everyone in this House knows what we are spending as a Nation, in total, for various vocational education and manpower retraining and educational efforts. In September, I will say to the gentleman in the well, I had the Subcommittee on Health, Education, and Welfare of the Committee on Appropriations compile a list of those figures, and if the gentleman will permit, I would like to insert in the Record, following your remarks, that compilation. It is not large and does not go into details, but it is a compilation of these figures and it amounts to \$1.25 billion of the taxpayers' funds every year for existing programs, and to those we are adding more funds.

Mr. SMITH of Virginia. I thank the gentleman for his comments.

Well, that is the story. In a very fine message delivered in this Chamber in the last 2 weeks by the President we were urged to observe economy and we were promised that he was going to see to it that we did observe economy. I know everybody wants to cooperate as far as their conscience will permit with the wishes of the President. We all want to help him to be successful. Now, here is your first opportunity to do something to carry out his call for economy in Government.

The matter referred to by Mr. HORAN follows:

Vocational education and training financed by the Federal Government (compiled Sept. 23, 1963)

[Not intended to be 100 percent complete]

	Obligations, 1963 (partially estimated)	Estimated obligations, 1964		Obligations, 1963 (partially estimated)	Estimated obligations, 1964
DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE			Vocational Rehabilitation Administration:		
Office of Education:			Fellowships.....	\$154,000	\$158,000
Grants for vocational education under the George-			Traineeships.....	5,583,000	9,135,000
Barden Act.....	\$34,571,000	\$34,571,000	Teaching grants.....	5,772,000	6,569,000
Grants for vocational education under the National			Inservic training.....	1,760,000	1,668,000
Defense Education Act.....	15,000,000	15,000,000	Public Health Service:		
Grants for vocational education under other acts.....	7,306,000	7,346,000	Fellowships:		
Fellowships (National Defense Education Act).....	24,218,000	24,320,000	Nursing services and resources.....		316,000
Fellowships (expansion of teaching in education of			Water supply and water pollution control.....	282,000	450,000
the mentally retarded).....	996,000	1,000,000	General research and services.....	13,601,000	15,277,000
Grants for training teachers of the deaf.....	1,490,000	1,500,000	National Cancer Institute.....	2,276,000	5,188,000
Teacher institutes (National Defense Education			Mental health activities.....	5,940,000	8,534,000
Act).....	14,500,000	14,500,000	National Heart Institute.....	4,747,000	6,399,000
			National Institute of Dental Research.....	1,202,000	1,257,000

Footnote at end of table.

Vocational education and training financed by the Federal Government (compiled Sept. 23, 1963)—Continued

[Not intended to be 100 percent complete]

	Obligations, 1963 (partially estimated)	Estimated obligations, 1964		Obligations, 1963 (partially estimated)	Estimated obligations, 1964
Public Health Service—Continued					
Fellowships—Continued					
Arthritis and metabolic disease activities	\$3,924,000	\$4,019,000	Training Post Office Department employees.....	\$201,000	\$201,000
Allergy and infectious disease activities.....	2,487,000	3,058,000	AGENCY FOR INTERNATIONAL DEVELOPMENT		
Neurology and blindness activities.....	1,657,000	2,054,000	U.S. employees (under economic aid program).....	1,550,000	1,900,000
Traineeships:			U.S. employees (under military aid program).....	6,891,000	6,489,000
Community health practice and research.....	6,788,000	8,095,000	Foreign nationals (under economic aid program).....	34,152,000	36,595,000
Dental services and resources.....		2,161,000	Foreign nationals (under military aid program).....	109,390,000	112,266,000
Nursing services and resources.....	7,276,000	7,612,000	Total, Agency for International Development....	151,983,000	157,250,000
Environmental health sciences.....		1,519,000	NATIONAL SCIENCE FOUNDATION		
Air pollution.....	453,000	1,000,000	Fellowships.....	21,500,000	36,000,000
Radiological health.....	1,007,000	2,500,000	Institutes for teachers of science and mathematics.....	41,500,000	50,000,000
Water supply and water pollution control.....	1,100,000	2,000,000	Research participation and scientific activities for teachers.....	2,865,000	4,140,000
General research and services.....	34,909,000	37,256,000	Science education for undergraduate students.....	4,625,000	6,020,000
National Cancer Institute.....	7,418,000	12,520,000	Science education for secondary school students.....	3,460,000	4,340,000
Mental health activities.....	49,117,000	66,048,000	Advanced science seminars.....	1,500,000	1,650,000
National Heart Institute.....	12,334,000	15,179,000	Traineeships for graduate education.....		25,000,000
National Institute of Dental Research.....	5,859,000	4,805,000	Advanced training institutes for foreign students.....	100,000	200,000
Arthritis and metabolic disease activities.....	11,966,000	14,420,000	Participation of foreign scientists in U.S. programs.....	200,000	300,000
Allergy and infectious disease activities.....	6,228,000	7,992,000	Total, National Science Foundation.....	75,750,000	127,650,000
Neurology and blindness activities.....	11,351,000	14,382,000	FEDERAL AVIATION AGENCY		
Other Health, Education, and Welfare:			Training Federal Aviation Agency personnel:		
Fellowships.....		23,000	Operations.....	27,891,000	28,738,000
Traineeships.....	1,554,000	2,774,000	Procurement of aircraft for training.....	1,602,000	5,841,000
Training Health, Education, and Welfare employees.....	3,656,000	4,325,000	Total, Federal Aviation Agency.....	29,493,000	34,579,000
All other.....	3,686,000	5,430,000	VETERANS' ADMINISTRATION		
Total, Department of Health, Education, and Welfare.....	312,168,000	372,360,000	Readjustment training.....	62,704,000	28,875,000
DEPARTMENT OF DEFENSE			Training Veterans' Administration employees.....	1,340,000	1,556,000
Army:			Total, Veterans' Administration.....	64,044,000	30,431,000
Training programs for military personnel.....	118,300,000	133,600,000	ATOMIC ENERGY COMMISSION		
Training programs for civilian personnel.....	5,800,000	5,500,000	Courses primarily for foreign nationals.....	2,165,000	2,350,000
Navy (including Marine Corps):			Fellowships.....	1,530,000	2,318,000
Training programs for military personnel.....	40,300,000	39,000,000	Assistance to schools (faculty training, institutes, etc.).....	1,538,000	2,418,000
Training programs for civilian personnel.....	4,500,000	5,400,000	Contractors' training activities.....	1,800,000	1,800,000
Air Force: Training programs for military personnel.....	68,400,000	82,200,000	Other training activities.....	771,000	1,002,000
Total, Department of Defense.....	237,300,000	265,700,000	Total, Atomic Energy Commission.....	7,804,000	9,888,000
DEPARTMENT OF LABOR			NATIONAL AERONAUTICS AND SPACE ADMINISTRATION		
Manpower development and training activities.....	64,000,000	154,500,000	Predoctoral training grant program.....	14,072,000	22,000,000
Area redevelopment training activities.....	7,741,000	10,541,000	Training National Aeronautics and Space Administration employees.....	1,078,000	1,292,000
Safety training courses.....	219,000	228,000	Total, National Aeronautics and Space Administration.....	15,150,000	23,292,000
Training Department of Labor employees.....	120,000	140,000	TENNESSEE VALLEY AUTHORITY		
Total, Department of Labor.....	72,080,000	165,409,000	Training Tennessee Valley Authority employees.....	518,000	518,000
DEPARTMENT OF THE INTERIOR			GENERAL SERVICES ADMINISTRATION		
Vocational and adult education of Indians.....	6,660,000	8,073,000	Training U.S. Government employees.....	323,000	425,000
Training in fishery research.....	470,000	724,000	U.S. CIVIL SERVICE COMMISSION		
Training Department of Interior employees.....	555,000	653,000	Interagency training courses.....	128,000	151,000
Total, Department of the Interior.....	7,685,000	9,450,000	Promotion and coordination of training under Public Law 85-507.....	108,000	112,000
DEPARTMENT OF JUSTICE			Training Civil Service Commission employees.....	15,000	18,000
Federal prisoner training.....	1,156,000	1,450,000	Total, Civil Service Commission.....	251,000	281,000
Training Department of Justice employees.....	1,317,000	1,439,000	Grand total.....	994,085,000	1,219,470,000
Total, Department of Justice.....	2,473,000	2,889,000			
DEPARTMENT OF STATE					
Training Department of State employees.....	4,898,000	5,459,000			
DEPARTMENT OF COMMERCE					
Training Department of Commerce employees.....	7,684,000	8,812,000			
DEPARTMENT OF THE TREASURY					
Training Department of the Treasury employees.....	3,768,000	4,364,000			
DEPARTMENT OF AGRICULTURE					
Training Department of Agriculture employees ¹	512,000	512,000			

¹ For instance this compilation does not include the Extension Service (over \$66,000,000) although the Extension Service is highly educational in the vocational

field. Undoubtedly there are other governmental areas where a closer look and a more discerning analysis will turn up similar examples.

Mr. DELANEY. Mr. Speaker, I have no further requests for time. I move the previous question.

The previous question was ordered.

The resolution was agreed to.

Mr. POWELL. Mr. Speaker, I move that the House resolve itself into the Committee of the Whole House on the State of the Union for the consideration of the bill (H.R. 8720) to amend the Manpower Development and Training Act of 1962.

The motion was agreed to.

Accordingly, the House resolved itself into the Committee of the Whole House on the State of the Union for the consideration of the bill H.R. 8720, with Mr. PRICE in the chair.

IN THE COMMITTEE OF THE WHOLE

The Clerk read the title of the bill.

By unanimous consent, the first reading of the bill was dispensed with.

Mr. POWELL. Mr. Chairman, I yield myself such time as I may desire.

Mr. Chairman, this legislation before us, as has been indicated, has been tested and found extremely worth while. It was the first answer of this Congress to the challenge of automation. It was the brain child of the distinguished Member from Pennsylvania [Mr. HOLLAND], the chairman of the subcommittee and the author of the bill. The gentleman from Pennsylvania [Mr. HOLLAND] and I began working on this legislation the day after the elections 3 years ago. We

worked here in Washington during November and December, even prior to the committee being organized. I cannot pay too much tribute to the gentleman from Pennsylvania [Mr. HOLLAND] and to his work in this field.

Also I would like to say that this comes from the Committee on Education and Labor with almost complete bipartisan support. I should like to commend my colleagues on the other side of the aisle who served with me on this committee for the way in which they have cooperated.

Mr. Chairman, we are dealing today with social dynamite. Five hundred thousand more have been added to the unemployment list during the past 30 days. This legislation did not come to us from the administration, but it is legislation initiated here by the legislative branch. The brief time it has been in operation indicates there were certain errors and the amendments which you have today are the basis for the effort to correct errors in the experimental year which were detected.

The question of cost has been brought up. According to the figures of our Government in 1962 the unemployed of this Nation cost us \$4.7 billion. That is in 1 year. This program in 4 years will cost \$780 million. It will affect 750,000 adults and 250,000 youths. It will remove some of the potential social dynamite we are faced with. It will save the Federal Government money by reducing the cost of the unemployed. It will save the States money. We do not have an estimate of how much money our States expend on relief payments when unemployment compensation has expired, but we know that it is considerable.

Therefore, Mr. Chairman, I suggest that we move as expeditiously as possible to answer this challenge of what I call the permanently unemployed, unless this act is amended to include 1 million more.

There was a remarkable consensus on the part of this group of diverse witnesses regarding two things. First, they were agreed that the program has been a success and will achieve the original objectives Congress had in mind when the act was passed. This means that about 400,000 unemployed workers will be trained and placed in productive employment during the 3 years provided by the program. Second, these witnesses agreed on a number of improvements which they considered desirable and possible in the light of the experience thus far.

The committee's bill was responsive to the proposals advanced by these witnesses. In particular, efforts were made to provide for those changes most strongly urged by State and local representatives. These are the people who bear the responsibility for making the program work and the members of the committee believe that every effort to provide them with the necessary tools should be made.

Manpower is America's basic resource. It is the indispensable means of converting other resources to mankind's use and benefit. How well we develop and employ humane skills is fundamental in

deciding how much we will accomplish as a nation.

We in America have come far toward the achievement of a free economy that realizes the full potential of each individual member of its work force. However, as attested by the statistics from our Labor Department and the testimony given at the hearing of our committee, unemployment is our number one economic problem. Our continued underuse of human and physical capacity is costing us some \$30 to \$40 billions of additional goods and services annually. This means a considerably lower standard of living than we would otherwise enjoy. It means further that many of our citizens are not being challenged to their highest level of accomplishment.

There is substantial agreement among all who have studied the problem that a major portion of our unemployment exists because most of our idle workers do not possess the skills necessary to equip them for jobs that are available in our highly industrialized economy. The more rapidly our economy advances, the more rapidly do skills become obsolete—and the need for training and retraining and for a continuing appraisal of skill needs and resources become more pressing.

The record of the first 12 months of operation of the Manpower Development and Training Act certainly justifies the law, and encourages support of the modifications now before us which will give it even sharper teeth to bite into the Nation's most pressing domestic problem of proper utilization of our manpower resources and alleviation of persistently high levels of unemployment.

The figures alone do not tell the entire story. For this we must go to the people and the projects behind the figures. These lend even more support to the serious endeavor and commitment which was made in this legislation.

Let us look first at the scope of the training program already undertaken. Almost 2,400 individual training projects had been approved by the end of October. These covered a broad spectrum of over 400 job fields throughout the United States—in 49 States, the District of Columbia, and Puerto Rico and the Virgin Islands. Let us reflect on this for a moment. Unfilled and hard-to-fill job needs were searched out and a reasonable expectation of employment was found to exist for over 400 different occupations of all types: Technical, skilled and semiskilled industrial crafts, clerical and white collar, and the newly emerging service occupations—maintenance and repairmen, automobile mechanics, and a battery of health occupations, among others. Training programs were developed, many of which have already been completed, and our unemployed and underemployed citizens selected, to fill these needs. This represents the most intensive and concerted effort thus far experienced in balancing labor market factors.

Even more heartwarming is the story of the people behind this training program. The central fact of the experi-

ence gained thus far under the Manpower Development and Training Act is that it is successful in reaching the long-term unemployed—those with 15 or more weeks of unemployment. About half of the enrollees in training projects come from this category of jobless workers. Nearly one out of five of all enrollees, moreover, had been looking for a job for over a year. Many of these represent our hard-core unemployed who had become obsolete in the labor market. No emphasis is needed to underscore the value of salvaging these people by restoring them to productive work and human dignity.

To an even greater extent, training programs are reaching adult workers of prime working age—22 to 44 years—with strong attachment to the labor force. About two-thirds of all trainees are in this category, which includes to a very great extent the heads of families of our unemployed population. Directing these people into occupations affording opportunities for employment is not only a labor market need but a vital necessity for our national health and stability.

In addition to the prime thrust of dealing with the rehabilitation of the unemployed, this act has also had some salutary effects for other disadvantaged groups in our society. A beginning has been made—which must be expanded through provision of broader measures which we are now considering here—in coping with the ever-deepening social dynamite of our youth unemployment problems. Older workers, the "forgotten men" of our economy, have profited from this program, comprising about 10 percent of the trainees. Women are being trained in substantial numbers to prepare them for their increasing responsibilities and participation in the working world in this modern age. And our nonwhite citizens—probably the most disadvantaged group in our labor force—have been given the opportunity long awaited to acquire better skills and employment opportunities. These workers make up 23 percent of all enrollees, about the same proportion as they comprise of the total unemployed. An even greater proportion of these trainees are drawn from the long-term unemployed.

These early operating results leave no doubt that this act is reaching out in all directions of need and opportunity envisaged at the time of its passage. It has more than paid for itself in terms of unemployment insurance, public welfare, and other dependency costs which are the alternatives. More than this are the human values and costs served. These cannot be expressed in cold figures and facts. We need only search our memories and hearts for this unestimable estimate.

Let me refer to just one example—one of many—of what has been and can be accomplished under this act. At the Virginia State College in Norfolk, a pilot project was developed to retrain hard-core unemployed, unskilled workers to qualify for employment in skilled and semiskilled occupations in which employment opportunities exist. One hundred men past the age of 25, half of them

unemployed so long as to no longer be receiving unemployment compensation, were approved for a 1-year training course which coordinated vocational education, general basic education, counseling and occupational training. Their inability to find work was not the result of their not wanting to work or not having the capacity for learning skills. It was caused by their not having the skills or sufficient education to qualify for available jobs. The training program developed enabled them to advance their literacy level considerably, and at the same time to receive occupational training. Ninety of these men graduated from the course and emerged with skill qualifications in a number of occupations—electronics technicians, brick masons, sheet metal workers, automobile mechanics, and building maintenance workers. For these men there is a new fulfillment and realization of their occupational potential. For them and their families they have been salvaged for a life of productive work and economic stability.

This is only one example of what is and can be accomplished under this act. Similar opportunities have been provided and have borne results under hundreds of other training projects already completed—and more to come. It surely needs no repeating that we here are both committed and dedicated to continuing this program and to strengthening it wherever we find a loose stone.

Thus in spite of the fact that the Manpower Development and Training Act of 1962 has been a real success, the late President Kennedy, in his message to the Congress on June 19, 1963, recommended that the Manpower Development and Training Act be amended to "increase the authorization ceiling and to postpone the effective date of State matching requirements; to lower the age for training allowances from 19 to 16, to allocate funds for literacy training, and to permit the payment of a higher proportion of the program's training allowances to out-of-school youth, with provisions to assure that no one drops out of school to take advantage of this program."

H.R. 8720 incorporates each of these proposals in modified form:

First. The State matching requirements for fiscal 1965 is waived and the act is extended for 2 additional years with the requirement that States match one-third and one-half, respectively, in fiscal years 1966 and 1967;

Second. It authorizes training in education at the basic level for those unable to qualify for occupational training provided evidence exists of intention to undertake such training and for this group an additional 20 weeks of training allowances are authorized;

Third. It provides for the expansion of the youth training program by lowering the age limit for youth training allowances from 19 to 17, subject to a restriction of a 1-year waiting period for school dropouts, by increasing the proportion of youth receiving training allowances to 25 percent of those receiving allowances and restricts the youth training allowances to those in special youth training projects; and

Fourth. For these changes one-half of the President's request for new funds, \$50 million, is authorized for fiscal 1964 and the full request, \$100 million, is authorized for fiscal 1965.

H.R. 8720 also provides for:

First. A widening of the eligibility requirements for those who can receive training allowances;

Second. A shift from the National Advisory Committee to the Secretary of Labor the authority to require, where appropriate, the establishment of local and State advisory committees;

Third. A training incentive of up to \$10 a week; and

Fourth. A pilot program for labor mobility demonstration projects.

Because of these reasons, I urge favorable action on H.R. 8720.

Mr. Chairman, I yield the balance of my time to the distinguished author of the bill, the chairman of the subcommittee, the gentleman from Pennsylvania [Mr. HOLLAND].

Mr. HOLLAND. Mr. Chairman, again I come before the House asking for the passage of this legislation.

Mr. ALBERT. Mr. Chairman, will the gentleman yield?

Mr. HOLLAND. I yield to the distinguished majority leader.

Mr. ALBERT. Mr. Chairman, I appreciate the gentleman's yielding as he begins. I take this time to complement the gentleman for the tireless effort he has put into this measure. He has been trying to get this bill to the floor for weeks. He has been devoted to the objectives of this legislation. I want to commend him and the distinguished gentleman from New York, as well as the Committee on Education and Labor, for the effort that they have made.

Mr. Chairman, I think this legislation is timely. We have arrived at that place in the history of our country when the problem of the unemployed is the problem of everyone. I do not think any of us want to go back to the time when the Government does not concern itself with the problems of the unemployed, the farmers, the working man, or any other group in our country.

I do not think we want the kind of laws we had in the 1920's, back to the dust bowl and the soup lines. I do not think we want to go back to the day when we had no minimum wage laws or unemployment compensation benefits, or old age security. The people of this country want to move forward, not backward.

Mr. Chairman, this is forward-looking, progressive legislation. I commend it to the Members of the House and I commend the gentleman from Pennsylvania [Mr. HOLLAND] for the initiative which he has given to it.

Mr. HOLLAND. I thank the distinguished majority leader.

Mr. Chairman, again I come before the House asking for the passage of legislation which will contribute to the solution of our unemployment problem.

Today we have H.R. 8720—amendments to the Manpower Development and Training Act—for discussion and passage.

This program has been in effect since July 1962, but in operation only since September 1962. Although there was an

unavoidable delay, in initiating this program the year has seen the development of programs for approximately 100,000 unemployed workers.

Some have already completed their training, and 80 percent of those are now working. The remainder are still—or will be—attending classes.

There are, now, many more applications for training courses awaiting final approval by the Department of Labor. These will help thousands of other unemployed, but approval cannot be granted until we here in Congress pass these amendments.

This problem exists because of the delayed start of the program.

Our States were unable to estimate the amount of money they should appropriate to cover their share of the cost of future programs. Hence, partial action was taken by only four States.

This means that in 46 States any program which extends beyond next June cannot be approved by the Department of Labor.

We must remember that the procedures and methods for operating the Manpower Development and Training Act program had to be established. This was an entirely new approach to our nagging unemployment problem.

This was the first time that Congress had required two separate departments of the National Government to cooperate in the administration of a Federal program. We also required the cooperation of two departments in State government—and we carried this requirement to local government level also.

These organization problems have been solved and all the various levels of government are now in accord and operating with apparent efficiency.

The Manpower Development and Training Act program has gotten off the ground and the preliminary results are most encouraging.

Forty-nine of our States now want the Federal Government to underwrite the cost of this program for 1 more year. The Governors of those States made this request. This will give them time to prepare necessary legislation upon which their legislatures can act.

Because of this request, we are recommending the extension of Federal coverage for fiscal year 1965, the lowering of State's responsibility for fiscal year 1966 to one-third the cost, but reestablishing for fiscal 1967 the original State share of one-half the cost.

In H.R. 8720 we also recommend the training of more of our unemployed youth, the teaching of basic education for those who, without it, cannot qualify for occupational training you have provided, permitting trainees to work part time to augment their subsistence allowances, the granting of incentive payments, permitting additional use of private technical schools under certain conditions, the formation of advisory committees at State and local levels, the creation of a pilot program for the mobility of workers, and some minor word changes. Other Members will discuss these more fully.

Last year in this House I stated this program would not be the final solution to the unemployment problem. Rather,

it would be the first of many steps we must take.

During 1963 we have seen an increase in the gross national product, an increase in sales and profits, an increase in productivity and output, but unemployment has not decreased. In fact, it is almost 6 percent today. Testimony has been given that we can expect thousands of jobs to evaporate.

In the past 10 days we heard that Studebaker auto division is closing. Five thousand jobs are eliminated. The Defense Department is cutting 25,000 jobs. Steel is laying off additional workers. Office jobs are being eliminated by the closing of district offices of United States Steel. Railroad workers write me that maintenance shops are being closed. In fact, official reports show that unemployment increased by 500,000 in November. What will December's figures show?

The New York Times said the first week of December should be known as computer week, for IBM, Minneapolis-Honeywell, General Telephone & Electronics, and General Electric all announced "newer, faster, smaller, and more versatile data systems are going on the market."

We can guess the results.

This is not the time to let the manpower training slow down—let alone stop.

We know we cannot help everyone who is unemployed, but we must help those we can.

We expect that from 1962 to 1967 over a million unemployed can be helped through the Manpower Development and Training Act. However, that leaves quite a few more million for local, State, and private groups to assist.

The Manpower Development and Training Act program will act as an example for these groups to supplement. The magnitude of this problem requires the cooperation of all America, for no one separate group can do this alone.

Do you realize that for 1962 over \$4 billion was spent by public and private funds just to pay the direct costs of unemployment? We have no record of the indirect costs. Nor do we have a record of the public assistance money used for those unemployed, whose benefits expired and they were forced on relief. The States handle this with no report to the Federal Government.

Briefly, here are the known costs: Unemployment compensation, \$3 billion; aid to dependent children whose parents are unemployed, \$100 million; extension of surplus food program, \$140 million; State employment offices, in handling claims, over \$400 million; railroad insurance for unemployment, \$100 million; State unemployment benefit payments in certain industries, over \$100 million; social security pensions for those 62 who cannot secure work, \$880 million.

Shall we continue to waste money—both public and private—just to feed, house, and clothe our people? Or are you willing to invest less than 10 percent of that \$4.7 billion and educate and train our unemployed workers?

Do we want to see our relief rolls increase or do we want our people to become self-sustaining?

I feel—and I am sure you agree—that the future of this Nation depends upon the intelligence and capability of its citizens. Our manpower is our most precious natural resource.

Therefore I ask you to help our people, our economy, and our Nation by supporting this bill.

The majority of the Members—on both sides of this House—supported this program last year.

This was a bipartisan effort to solve a bipartisan problem.

Machines and computers are not interested in whether the worker is Democrat or Republican. Our unemployed want us—who represent them now—to help them help themselves now.

Machines move in, the workers move out.

Let us think of the Nation today, not party politics.

Let us conquer unemployment together.

Mr. FRELINGHUYSEN. Mr. Chairman, I yield myself such time as I may desire.

(Mr. FRELINGHUYSEN asked and was given permission to revise and extend his remarks.)

Mr. FRELINGHUYSEN. Mr. Chairman, as the ranking minority member of the Education and Labor Committee, I wish to make clear at the outset my general approval of, and support for, the pending bill.

When the original proposals authorizing a manpower training program were submitted to the previous Congress, the minority members of the Education and Labor Committee worked diligently to bring a fruition a sound and workable program. Actually Republicans advocated the principle and importance of retraining before President Kennedy did. The bill as finally approved had strong bipartisan support.

Experience has demonstrated the basic soundness of this approach in identifying and coping with a number of the more difficult facets of our continuing unemployment problem. Notwithstanding the basic soundness and effectiveness of the original act, experience has brought to light a number of areas in which that act left something to be desired. We recognize now a number of areas in which minor adjustments can bring about improved results.

The bill before the House is, of course, fully explained in the report which has been submitted by our committee. I shall, therefore, confine my remarks to those areas of the bill which I deem to be the most significant and the most necessary.

BASIC EDUCATION TRAINING

Very early in the retraining program, it became apparent that great numbers of our chronically unemployed citizens did not possess even that modicum of literacy necessary to permit them to acquire and hold a routine job in our modern economy. Due to the changing times and the upgrading of the economy generally, almost all gainful employment today requires at least some mastery of the common skills of reading, writing, and arithmetic. The old-type jobs that

require only physical endurance are fast fading from the scene. As the machine continues to move to a position of greater and greater prominence in almost every area of endeavor, it goes without saying that those who undertake to work in this new environment must be equipped to function effectively within it.

Unfortunately, Mr. Chairman, whether we like to admit it or not, hundreds of thousands of our people, young and old, do not possess the basic learning necessary to permit them to survive and go forward in this new and ever-changing economy. If they are ever to be retrained, if they are ever to be returned to the productive work force, they must be given supporting or concomitant training in basic literacy—in the three R's, if you will.

This bill seeks to meet that problem to the extent it can be met in this type of program. It authorizes basic education training when it is needed, and extends the period during which training allowances may be paid to trainees in order to encourage and facilitate such training. In my opinion this provision of the bill is absolutely essential if we are effectively to meet and overcome persistent hardcore unemployment.

EXPANDED YOUTH TRAINING

Another important and worthwhile feature of this bill is that which provides for a substantially increased training program for the youth of our Nation. One of the most tenacious, and at the same time appalling, aspects of the American unemployment problem is that it engulfs and stifles such great numbers of our young people. Above all else, we as a nation must find an effective method to deal with this problem at this level. We simply cannot let it be said that we are unable to create an opportunity for this generation of youth to move forward and play a full, effective, and self-sustaining role in our society. Yet the facts are alarming: While youth between the ages of 16 and 21—out of school—comprise only 7 percent of the available labor force, this same group accounts for upward of 20 percent of the unemployed. And the projected trend for future years serves only to indicate that the employment outlook for this age group will become even less inviting in the years immediately ahead.

Mr. Chairman, I am confident that we in this Chamber feel, and feel strongly, that every boy and girl in America should complete at least a high school education. We cannot, however, ignore the fact that, notwithstanding the best efforts of all concerned, millions of our young people have abandoned formal educational pursuits without completing high school, and that millions more are destined to do so.

Those who drop out of school are for the most part the least employable, and the most in need of training. This legislation faces up to this problem. While making every reasonable provision to see to it that these young people do not needlessly drop out of school, this legislation nevertheless undertakes to provide training for these young people, in order to equip them for employment and for a productive economic life. This effort

simply must be made, if the Nation is to be spared a veritable generation born in poverty, reared on charity, and sustained on welfare. We have no choice but to make this investment in the future of America.

STATE MATCHING

I shall conclude my comments by discussing the principle of the State matching of funds which is carried in this proposal. At the time the original act was adopted, it contained a provision that, beginning with the fiscal year 1965, the funds to sustain this program were to be provided equally by the States and the Federal Government. However, due to the delays in appropriations and the inevitable administrative delays in getting the program underway, most States had little or no opportunity to appraise the program nor could they make the legislative and budgetary preparations necessary to meet the 1965 matching requirements.

In recognition of this fact, the pending bill does not require the States to put forth any funds for fiscal 1965. This fact, however, should not be taken to indicate any abandonment by this committee of the State matching principle. Indeed, the bill specifically requires that the States must provide one-third of the funds for this program in the 1966 fiscal year and one-half the funds in each fiscal year thereafter.

Mr. Chairman, my colleagues and I are strongly of the opinion that State matching is a *sine qua non* of this program. Every State and every community has an undeniable interest in, and an unavoidable responsibility for, meeting and resolving the grave problems at which this legislation is directed. Each and every State must contribute its utmost in these endeavors. The entire responsibility cannot and should not be left to the Federal Government alone. I am confident that the States will respond to this legislation. I know they will meet their responsibilities in full measure, for upon that response the fate of this entire program will undoubtedly depend.

CONCLUSION

As I have indicated, much worthwhile progress has been realized under this program. I should like to recount only a few of the facts and figures. They indicate not only what this program has done, but the great promise which this program holds for the future.

In the brief 15-month period since this operation began, training programs for more than 100,000 persons have been established, and another 30,000 persons have been approved for training. Training is now being offered in more than 300 different occupations, at least half of which are in white-collar and so-called skilled jobs. More than one-half of those engaged in these training programs have been drawn from the hard-core, long-term unemployed—the area in which continuing and effective work must be done if the problem of unemployment is to be successfully overcome.

Mr. Chairman, I support this legislation. Its purposes are worthwhile; its objectives mandatory. During the

course of this discussion, however, a number of amendments will be offered, particularly in the area of the authorization of funds.

I should like to say that the chairman of the Committee on Rules, the gentleman from Virginia [Mr. SMITH] has expressed the belief that any effort to stop Federal expenditures is what he describes as an exercise in futility. I agree strongly that we must use restraint. However, in this retraining area I think it essential that we do not stop spending money because I think it is money well spent. Of course, however we should be wise in how rapidly we expand. We should hold down these proposed expenditures as much as seems consistent with what we are trying to attain.

Such amendments should be considered on their merits. We should support amendments which will protect the interests of the public while at the same time assuring the proper administration of the essential programs which this legislation embodies.

Mr. POWELL. Mr. Chairman, I yield 5 minutes to the gentleman from Kentucky [Mr. PERKINS].

Mr. PERKINS. Mr. Chairman, I cannot overemphasize my interest in the Manpower Act. The single most significant, concerted, and broad step taken to combat unemployment has been taken under this act. In little more than 1 short year of operation training projects involving almost 90,000 trainees have been approved. Many thousands have already completed training and have been placed in training-related jobs. They have been able to complete training by having the assurance of a steady but modest income. For thousands of people it has meant renewed hope, renewed opportunity, and renewed dignity; and our Nation is that much richer in its human values.

In my own State of Kentucky this act has been significant. The amendments are essential if we will give to the program the provision necessary for it to reach the "hard core" of our unemployment. We in Kentucky have suffered from economic blight and the suffering brought in its wake. Large areas have been chronically depressed because of the automation and changed economic circumstances in the coal industry. These communities have unemployment rates far in excess of the national average, ranging as high as 20 to 30 and even at times 50 percent. Thousands of these citizens must be given an opportunity to return to productive work, and our youth must be given greater opportunities for training. Many of our people have been set adrift without skills to seek jobs in a labor market which increasingly requires high skill levels and technical know-how.

Under the Manpower Development and Training Act by the end of November 1,204 people in my State had already been enrolled—with several more hundreds already approved for training programs yet to commence—for training in 76 occupational training projects. Federal assistance in the amount of \$3,574,154 had been committed for this training.

About half of this effort is devoted to the areas of eastern Kentucky. The projects provide training in a broad array of occupations where jobs are available—a variety of skilled and semiskilled crafts, such as welding, draftsmen, machine operators, auto repairmen, mine mechanics, appliance repairmen—in office and clerical occupations—and in health occupations such as nursing, so needed in our communities. Extension and improvement of this law will enable our vocational schools to do a more effective job in furnishing the broadest type of program so necessary to meet all training needs. We are also optimistic that additional new economic opportunities will develop, bringing with them new training needs. For example, the wood-use industries are now beginning to gain a foothold in the mountains and will need hundreds of trained industrial workers. Automated coal mining machinery requires significant numbers of highly trained workers. Recreational and related commercial enterprises can be developed and require special training needs. Expanded health facilities are needed which require trained workers. If this bill is enacted it will result in providing over \$6 million available for Kentucky programs each year.

The bridge of opportunity lies in fulfilling this national commitment to see that our labor force is equipped to fill our labor market needs. It is evident that the Manpower Development and Training Act has provided the foundation for meeting our difficult unemployment problem and it is our duty to strengthen it.

With respect to immediate plans for eastern Kentucky under the Manpower Development and Training Act, I can report the Departments of Labor, and Health, Education, and Welfare have made joint plans with the Kentucky's State and local officials to increase training opportunities for unemployed persons. The Department of Commerce also is supporting the program. Several projects have been written, and others are being planned, for training in auto mechanics, welding, carpentry and other construction skills, cooking and baking, and many other occupations. Trainees will receive allowances while they are enrolled in the courses.

A team of Federal and State personnel will meet in Kentucky on December 19 to review and approve 13 or more specific training projects. These projects have been developed with advice and assistance from directors of five area vocational schools in eastern Kentucky. These are the area vocational-technical schools in Ashland, Harlan, Hazard, Somerset, and Paintsville.

The first meetings with instructors will be held during the first week of January 1964. Classes will begin about the middle of January.

About 1,000 students will be enrolled during the first few weeks. Fall enrollment will be approximately 3,000 trainees.

The estimated cost of the proposed 30 to 40 training programs is \$3 million.

As of November 30, \$109,000 in ARA and manpower development and training funds had been allocated for 265 trainees.

Mr. FRELINGHUYSEN. Mr. Chairman, I yield 10 minutes to the gentleman from Ohio [Mr. TAFT].

(Mr. TAFT asked and was given permission to revise and extend his remarks.)

Mr. TAFT. Mr. Chairman, I rise to support H.R. 8720, the amendments to the Manpower Development and Training Act of 1962. May I say at the outset I would like to commend the chairman of the subcommittee and the members of the subcommittee for the careful study and attention to, and the very thorough hearings that were held upon, this bill. It is designed to deal with what is certainly one of the most important single problems upon the domestic scene in the United States today. Its importance, I am sure, from the point of view of economic problems, is exceeded, if by any other problem, only by the problem of restoring fiscal responsibility, about which the distinguished gentleman from Virginia talked to the House some little time ago. Yet I feel that while I am certainly concerned with the area of fiscal responsibility and our spending and deficit levels and the amount of our national debt, I feel that this measure certainly does not run in any way in conflict with those feelings if we can keep the authorizations down to realistic figures and continue to make the very solid progress that has been made in the program in the past without a waste of Federal funds in any way. I feel it is a problem of Federal concern as well as of State concern, because unemployment is certainly a nationwide problem to a very considerable extent.

While the cost is high, running somewhere, on the basis of present experience, between \$1,200 and \$1,400 per trainee, although it is aimed ultimately at getting down to somewhere around \$800 and \$1,000 per trainee, I think all of us should realize that the cost we have here may well be recouped, and fairly quickly be recouped, if the program is successful, not only in the reduction in unemployment compensation payments, not only in the reduction in welfare payments and in the elimination of welfare payments by making those on the welfare rolls in some instances at least gainful producers again, but also in the increased taxes that will be brought in, particularly the social security taxes, and in the general additional production that would be created by rehabilitating and putting more men to work who cannot otherwise find jobs and will not be able to find jobs.

I think we should recognize that this is a serious problem. It is a problem which is not getting any better daily. From May 1962 to May 1963 the total number of persons coming into our labor force was 1.2 million. The total number of jobs increase in that period was only 900,000, leaving a red deficit figure of 300,000 jobs. We hear varying figures on account of automation and other causes as to the large number of jobs that we are continually losing, which is a matter that I think should be of great concern

to all of us. Yet at the same time that we have over 4 million unemployed in this country today it is not certain—there are no reliable figures on which we can draw for the specific proof, but it is pretty conclusive today just from looking at the want ads around the country—that there exist somewhere between 1.5 million and 2 million job possibilities, in this country, for which there are no persons trained to fill the bill.

I think that this measure takes the right approach toward this problem. It takes the approach of pinpointing a rightful attack on the problem of the unemployed. It is not a welfare program. It was never designed to be a welfare program. Its limitation in general is to heads of families. There are other limitations on availability of the program that indicate this.

As to the specific amendments let me comment briefly upon some of them. You have heard some comments already upon them, but I think perhaps something a little more can be said with regard to them. As to the matching principle which is continued by this bill, I might say that it is not continued by the Senate bill; and perhaps before we start on these amendments we ought to call the attention of the House to the fact that the two Senate measures, S. 1716 and S. 1831, are far more limited in principle than this one. They do only four things. They extend the program for training for youth down to the age of 16. They increase the amount of the appropriation at a rate of approximately \$100 million a year. They provide another year without any matching. Also they provide that the basic education courses which may be had under that authorization and also under the authorization of this bill would be limited to reading, writing, and arithmetic.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. TAFT. I yield to the gentleman from New York.

Mr. GOODELL. On the question of basic education I think it should be emphasized as a matter of legislative history that we discussed the types of basic education that would conform to the standards of this bill. It is our feeling—and I think the gentleman from Ohio would agree—that reading, writing and arithmetic provided the general description. That is, basic education would be limited to the most elementary levels.

There were people who indicated that they might try to define the term basic education in a rather broad way. I think it is the disposition on both sides of the aisle to have that term narrowly confined; would not the gentleman agree?

Mr. TAFT. I certainly do agree with the gentleman. That was the understanding in the subcommittee and in the committee discussions. There was no intention that the authority to provide basic education under these circumstances would extend, for instance, into the formal professional life, or enable people to finish the last year of high school so that they might qualify for some professional requirements.

Mr. GOODELL. Mr. Chairman, will the gentleman yield further?

Mr. TAFT. I yield to the gentleman.

Mr. GOODELL. The gentleman has referred to the matching principle. I would like for the record, and for the legislative history, to re-emphasize the importance of this matching principle. It is, perhaps, the most important reason why we have to enact this bill. It is because the States cannot be expected to match in the coming year.

I quote from the committee report on page 6:

However, in the opinion of the committee Congress should at this time clearly preserve and reinforce the principle of State matching in Manpower Development and Training Act. Therefore, simple waiver of the third year matching by States is not accepted.

Witness after witness when questioned confirmed the necessity for State financial support. Few were prepared to argue for full Federal responsibility. To most, State support seemed essential if the program is to be both effective and efficient. The committee, therefore, reaffirms its continued adherence to the principle of State matching.

I think this sums up very emphatically the feeling of our subcommittee and our committee and the Congress, that matching is a key element in this program.

I, personally, could not support the program if matching, as a principle, were abandoned. I believe this is the feeling of the subcommittee.

Mr. TAFT. I think it is certainly the feeling of the subcommittee, and I would go on to say to the gentleman that I think it was also the feeling of the subcommittee that real progress can be made with the provision of additional training of this sort under the State unemployment compensation systems themselves which may, perhaps, expand in future years. Only if we keep the matching provision in the law and incorporate it into the law itself is this feasible. Thereby we will encourage States and encourage unemployment compensation systems to expand into these areas and, perhaps, ultimately take over this program entirely from any Federal program.

Mr. BELL. Mr. Chairman, will the gentleman yield?

Mr. TAFT. I am happy to yield to the gentleman from California.

Mr. BELL. I wanted to point out to the gentleman that the gentleman from Virginia, chairman of the Committee on Rules, mentioned the possible duplication between vocational education and the Manpower Development and Training Act. I wanted to just mention this which is based upon reading from the Manpower Development and Training Act report, the following:

Historically, vocational education has been available throughout the country for many years but it had little impact on the training of the displaced unemployed, for the simple reason that no adequate means were available to maintain the financial support needed by a breadwinner for his family during the period needed to complete his training. The act passed by the Congress last year was primarily to plug this void. Some 60 percent of its appropriations is spent for training allowances alone. It covers training costs, but normally these are costs of special courses

set up for full-time training outside the normal operations of vocational education.

Mr. TAFT. The gentleman, of course, is correct and it was the intention of the committee and the understanding of the committee, of course, that this program would continue to work in such a way as not to be a duplication of the vocational education program. I think that this indeed was the understanding.

Mr. GOODELL. Mr. Chairman, will the gentleman yield further?

Mr. TAFT. I shall be glad to yield further to the gentleman from New York.

The CHAIRMAN. The time of the gentleman from Ohio has expired.

Mr. FRELINGHUYSEN. Mr. Chairman, I yield the gentleman 5 additional minutes.

Mr. GOODELL. Mr. Chairman, I would like to take this opportunity particularly to commend the gentleman from Ohio [Mr. TAFT].

As the gentleman knows, last year in the last Congress I had the privilege of serving on this Manpower Subcommittee. I have missed it a great deal this year.

The gentleman from Ohio has done an indefatigable job. He has been conscientious and thorough in the consideration of these amendments. I think the gentleman has preserved, with the Democrats on that subcommittee, a completely bipartisan approach to this legislation.

Its conception was bipartisan in the Congress and I am happy to say that that atmosphere has been preserved. A great deal of credit belongs to the gentleman from Ohio for doing that at this session.

Mr. TAFT. I thank the gentleman for his remarks.

I would like to go on in my discussion to talk about one of the other amendments.

Mr. Chairman, there is an amendment under which the Secretary of Labor is authorized in his discretion to add to the training allowances, by the amount of \$10 per week. The present training allowance paid under the basic program relates to the unemployment compensation levels of the particular States involved. They are at the level of the average unemployment compensation level payments.

Mr. Chairman, we had testimony before our subcommittee as to some of the differences which are presently in existence, which indicated that there were persons who were dropping out, trainees dropping out of these programs, because they found under the level of training allowances they simply could not swing it and were not able to adequately sustain themselves and continue this training.

We felt this was uneconomical, unwise, and that something should be done about it. Therefore, we gave the discretion to the Secretary of Labor in cases where he found that the level was such that this problem existed to add to the basic training allowances by the sum of \$10 a week.

Mr. Chairman, now moving to one or two of the other amendments I would like to discuss, I would like to point out

that there is a private-school provision in here.

The present practices which have been in existence since the program started in operation back in 1962, have for one reason or another practically eliminated all private schools in providing this training.

It was our feeling—and there has been incorporated into this act a provision to the effect that where there will be a savings, actually, of funds by the use of private facilities already in existence to provide this training, authority is given to provide this training.

Mr. Chairman, I would like to move on now to talk for a minute about the record of performance to date under this program.

I would like to point out to the House that the program has started somewhat more slowly than originally planned. I do not think any of us are critical of this fact. We have added the word "urgency," at the request of the gentleman from Illinois [Mr. PUCINSKI], in the preamble of the bill, in an attempt to indicate our concern for immediate action. At the same time, the practicalities of properly setting up these courses and getting them going on the basis they will be productive and do the job have to be started.

For fiscal year 1963 we find that the authorizations were \$97 million, the actual appropriations were only \$60 million. For the current year 1964 we find that the authorizations were \$161 million, the appropriations to date anyway are at a level of only \$110 million. I thought the House would be interested in learning the most recent figures as to the number of persons in training at the present time. So I made inquiry of the departments involved and came up with some figures I would like to call your attention to.

These are figures as of December 2, 1963. As of that date the number approved for instructional programs actually approved were 96,000. The number enrolled was actually 61,000. The number who had completed the courses was 28,500. As of June 30, 1963, the number that had been approved was only 60,000, and the actual number enrolled was 35,000. The number who completed their course was 7,500. There has been some lag here, and I think there is going to continue to be a lag in the original directed plans involved. So I expect to offer in this connection a reduction in the authorization which I do not believe in any way will cut into the program. This reduction in authorization will have the effect of maintaining the present total level of expenditures, the original target amount of expenditures of approximately \$322 million per year in the program when it gets going in its full impact. It would continue to provide additional funds necessary to substitute for the State matching that were planned for in the year 1965, which has become impractical. I believe it is impractical. I had the privilege of serving on a finance committee in a State legislature for some 3 years, and I can assure you there has to be considerably more experience than you have had here, and considerably

more understanding and ability to provide ahead the matching funds than we had under the practical operation period of this bill. It is impossible to get any legislative body to act favorably on such recommendations.

Mr. ROOSEVELT. Mr. Chairman, will the gentleman yield?

Mr. TAFT. I yield to the gentleman from California.

Mr. ROOSEVELT. If the gentleman's amendment is adopted, he does not intend there should be any prohibition against the use of the funds authorized for the basic education provisions.

Mr. TAFT. Quite the contrary. There is no intention to cut back that way. I would intend, and certainly I believe that all the Members who would be voting for the bill on our side would intend, that these differences be made available for the new program as well as for the old program.

Let me say with regard to the basic education section that I do not think that it has been thoroughly understood by the House. The basic education can run concurrently with the vocational or the job-related training. It is hoped it will in most instances. The extension of 20 weeks, putting a total limit of 72 weeks, is intended to cover the period, both for basic education, if necessary, and for the job or vocational training.

These are a few of the points I would like to call the attention of the House to at this time. I urge strongly that you give your support to this measure.

Mr. POWELL. Mr. Chairman, I yield 2 minutes to the gentlemen from Pennsylvania [Mr. DENT].

Mr. DENT. Mr. Chairman, I was just going to discuss the same features that the gentleman from Ohio talked about when he touched upon the extension of the right to educators and the commissions of education in the various States to use the existing facilities of private training schools when there are not adequate public facilities available and where the private schools can be used at an equal or lesser cost to the taxpayers. By doing so, we believe we are making it possible to extend the benefits of this legislation to a greater number of students who otherwise would not be able to take the training.

One small, but very important item in the proposed amendments to the Manpower Development and Training Act would clarify the role of private training institutions in the broad training program. To date, private schools have been little used because of wording in the act which suggests that they are a sort of last resort—to be used only if public institutions are "not adequate for the purpose." The amendment which I urge you to endorse would make it clear that training by private schools—many of which have long and distinguished histories as part of the training capacity of the Nation—should take its rightful place beside the herculean effort already put forth by public educational agencies in bringing about the goals of the manpower training program. The new language would encourage development of Manpower Development and Training Act courses in private institutions when equivalent

schooling can be offered at a lesser cost to the taxpayer.

Accomplishments under the act are encouraging. Training opportunities have been approved, now, for over 100,000 unemployed and underemployed Americans, but we need not be satisfied with growth of the program to date when we can encourage expansion of the program into a wide range of training facilities which have been left largely untapped.

Public vocational education is not a new thing in America. Since 1917 the Federal Government has encouraged and assisted development of vocational training programs and facilities through the Smith-Hughes Act and subsequent laws. The existent public vocational facilities have proven their mettle over and over again—and most recently as they have shouldered the additional burden of the training courses which have lifted the manpower retraining program off the ground. Inevitably, though, facilities are crowded, and topflight instructional personnel are more in demand than in supply. Recognized training needs—in some areas—must await availability of schools, equipment, and instructors before program plans can be brought to completion. In other cases, approved courses have been held in abeyance while instructions were being sought. While time passes, selected trainees lose interest, and potential employers turn elsewhere for trained manpower.

If we are to meet the manpower challenge, we must mobilize all of our educational reserves, and among the readiest reserves are established private vocational and technical schools. These schools—the good ones—have space, equipment and expertise which is sorely needed in our fight against occupational obsolescence. The schools we want to work with are preeminent in their fields. Many have records of excellence which are widely recognized and appreciated by the men and women who hire skilled workers. The schools we want to work with maintain close ties with industry and commerce, and know from day to day the changing requirements of industry—the precise skills which applicants must have to compete for jobs.

Unfortunately, not every private vocational school offers the kind of service we can use. Some do not meet our standards. And I believe the amendment, as reported, assures us that we will work only with the ones that give us what we need. To participate, under the revised wording of the law, a school must offer training which compares favorably in every respect to that offered by public facilities and they must do it cheaper.

Quality of instruction would continue to be the responsibility of the Secretary of Health, Education, and Welfare, and the State and Federal educational experts will continue to keep an eye on the curriculum and how it is presented. All in all, the standards for participation in the manpower training program will be high, and I have confidence in them.

In summary, I submit that we would be two ways richer if we amend the Manpower Development and Training Act of 1962 to clearly authorize training in private facilities where quality standards

are maintained and when costs are lower. First, we would open wide the door to expanded use of a valuable source of training expertise and second, we would get more training for our program dollar. I urge you to concur.

(Mr. DENT asked and was given permission to revise and extend his remarks.)

Mr. FRELINGHUYSEN. Mr. Chairman, I yield 5 minutes to the gentleman from Kentucky [Mr. SNYDER].

(Mr. SNYDER asked and was given permission to revise and extend his remarks.)

Mr. SNYDER. Mr. Chairman and members of the Committee, as a member of the subcommittee who heard the testimony on this legislation, I rise in opposition to the legislation the Committee is considering today and I would hope that members of the Committee and subsequently Members of the House will take the time to read the minority views that appear in the committee report. I think that it is significant—that with the several years' notice that each of the States had—that this would become a 50-50 matching fund program—only four States felt that this program was of sufficient merit and contained sufficient priority in the making of their State budgets so as to appropriate money for their participation. I think that perhaps one of the reasons for this is the fact that today we have so many programs under which unemployed or underemployed workers can be trained or retrained. You may ask me how many programs do we have—and quite frankly, I do not know. In expressing my ignorance of the number of programs under which a worker can be trained or retrained, I do not apologize—because I have been for months trying to get this information from the Department of Labor and the Department of Health, Education, and Welfare. Quite frankly, they do not know either, or they are ashamed to tell me. It has been said that there are some 13 different programs under which training or retraining can be had. As I say, I do not know. I have tried to verify this figure and I cannot, but I do know that there are many such Federal programs—and this does not include the many commendable State programs. We can off-hand name vocational education which the House recently passed and expanded. We can name Smith-Hughes, George-Barden, the Area Redevelopment Act, and many others. I think the fact that there are so many other available programs, may be one of the reasons the States have not considered this to be of sufficient import so as to require them to give it priority in the making of their State budgets.

I further feel that the State legislatures may be a little bit closer to the people—and, in this connection, perhaps have a little better grasp of what the people of their particular States desire and the amount of emphasis the people want to put on various programs.

It is interesting to note some of the testimony of Mr. William Redman, chief of the employment service, State of California, who testified in favor of this bill.

I think it is particularly interesting to note his testimony beginning on about the middle of page 261 and going on to the top of page 262. I was concerned as to why California had not considered this program to be of sufficient merit so as to appropriate some money to match Federal funds to keep the program going. And Mr. Redman, I think, gives me a very honest answer at the top of page 262 of the testimony, an answer that more people would give if they were answering frankly about the situation. Mr. Redman, in saying why they have been unable to get an appropriation out of the California Legislature, says:

Appropriation requests to the legislature have to be justified and to be justified not with emotion but with concrete facts.

Mr. Redman is saying, in effect, that you cannot justify this program with concrete facts to the legislature of the State of California. Mr. Redman is saying, in effect, that many people apparently believe that you do not have to justify requests for appropriations to the Federal Congress with facts but that they can be justified with emotion. I would hope that this is not true.

I think it also significant to take note of the fact that this bill calls for a whole lot more money than has been used for this program in the past. In this connection, let us look at the testimony of Mr. Joseph T. Nerden, director of the division of vocational education of the Connecticut State Department of Education—another advocate of this legislation. The pertinent part of his testimony appears at page 233 of the hearings, where it is indicated that in Connecticut they spent roughly \$300,000 on this program. This was \$100,000 less than the amount of money that had been allocated. Now, Mr. Nerden was up here testifying that we should approve this authorization for more money than had been authorized in previous years when they were not able to use all that was authorized for them in the past. I asked him why it was that he was supporting this bill which would put more money into the project and still, in this particular instance, they had operated for a year and only used three-fourths of their money. Now, I am not trying to suggest that they should use the money—just for the sake of consuming what had been authorized for their State. I commend them for not so doing—but I fail to see the consistency in asking that more money be authorized when they were not able to use all that was authorized and appropriated in the previous year. Mr. Nerden said in answer to my question:

We haven't even begun to scratch the surface of manpower training. There are whole areas today that are literally untouched fields of employment for individuals, for which short-term training can be provided. Take, for instance, the field of agriculture.

Now, I will not try to make a case against using the Manpower Development and Training Act to train people so that they can go to the farm. I say that if there were a demand for farmers that it might well be a proper function for the Manpower Development and Training Act, but I would further say that I doubt seriously that there would be many here

who would dispute the fact that we have enough unemployed farmers. The migration has been from the farm to the city—and if anything, we do not need programs that will train city people how to farm. If anything, we need programs that will train the farmhand who is out of work so that he might get a job in the city to which he has migrated.

Now, as I say, we passed the vocational education bill in this body and it will be back before us on a conference report most any time now. I voted against the Vocational Education Act. I intend to vote against the Manpower Development and Training Act. We may need some kind of a training program, but my friends, members of this committee, I think it is a little bit ridiculous to pile one program on top of another program with all sorts of overlapping and duplication. I say quite frankly that if we would come before this body with a bill for a reasonable training program that would perhaps repeal all of the other training programs we have for training and retraining the unemployed, which would not be piling program on top of program—I would have to do a lot of cold, clear, soul searching to oppose it. But I have no problem today. This area of legislation is so mixed up, so confused with so many programs, one piled on top of the other, that neither the Department of Labor nor the Department of Health, Education, and Welfare has been able to answer my correspondence to list for me the number of programs under which training or retraining for unemployed or underemployed workers is available.

Let us also bear in mind that it might not be asking too much of private enterprise to ask them to train their own workers. Would anyone here question the fact that so long as there is a sufficient profit in production and a sufficient demand for products that business will not train workers, if need be, to produce the products and make the profit? I know that generally business endorses this type of legislation. But are not they as guilty here in asking for Federal help—that is, taxpayers' money for their own benefit—as those they condemn who ask for Federal handouts of some other character or nature?

I realize that the possibility of defeating this legislation is rather slim, nevertheless, I feel obligated to make this plea to you to that end.

Mr. FINDLEY. Mr. Chairman, will the gentleman yield?

Mr. SNYDER. I yield to the gentleman.

Mr. FINDLEY. The gentleman serves on the subcommittee that handled this legislation. There has been indication earlier today that there was bipartisan sentiment opposing any further deferral of the State matching. Was that sentiment set forth clearly during the subcommittee deliberations so that we could be sure in the future should a request for a new deferral of State matching be presented that it would not receive favorable action in the subcommittee?

The CHAIRMAN. The time of the gentleman has expired.

Mr. FRELINGHUYSEN. Mr. Chairman, I yield the gentleman 5 additional minutes.

Mr. SNYDER. In regard to insisting that this be a matching program there was bipartisan agreement, but otherwise, if you notice the comments of the gentleman from New York [Mr. GOODELL], I think he made it clear, drawing a fine line, that the bipartisanship was lent to this on the subcommittee by the gentleman from Ohio [Mr. TART]. The other two members of the subcommittee were not quite so bipartisan.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. SNYDER. I yield to the gentleman.

Mr. GOODELL. I would just simply want to make clear that the gentleman is not saying he is against the matching principle. I do not want any confusion on that. I assume you are for the matching principle.

Mr. SNYDER. The gentleman in the well is saying he is for the matching principle and for the matching principle now as contained in the present bill—yes, sir—not in the future as proposed today.

Mr. MARTIN of Nebraska. Mr. Chairman, will the gentleman yield?

Mr. SNYDER. I yield to the gentleman.

Mr. MARTIN of Nebraska. Mr. Chairman, I would like to call attention to the report on the vocational education bill, as to its purpose and on this point on page 4 which states as follows:

Vocational education for those who have entered the labor market who need training or retraining on the job or advancement.

This is entirely a duplication of the efforts that are being sought in this bill we are debating this afternoon.

The gentleman is absolutely correct in the statement which he made that there is duplication because the vocational education bill as recently amended will cover people up to age 65.

Mr. SNYDER. I thank the gentleman for his contribution.

The CHAIRMAN. The time of the gentleman has expired.

(Mr. SNYDER asked and was given permission to revise and extend his remarks.)

Mr. POWELL. Mr. Chairman, I yield 4 minutes to the gentleman from California [Mr. ROOSEVELT].

Mr. ROOSEVELT. Mr. Chairman, I received a telegram from the Governor of California which so well expresses my own views that I think it would be well if I read it into the RECORD in its entirety:

SACRAMENTO, CALIF.,
December 12, 1963.

HON. JAMES ROOSEVELT,
Member of Congress,
House Office Building,
Washington, D.C.:

I am informed that a floor vote will be taken tomorrow on the Manpower Development and Training Act, Public Law 87-415. For reasons discussed below, I have concluded that this law is making a solid contribution to the problems of unemployment caused by automation and technological advances and is contributing further to the solving of problems of minority workers, veterans, and other deserving groups. As you are well

aware, the impact of technological change in this State has been rapid and the effects on the work force cause unemployment among the groups that are the least adaptable to such changes, i.e., the uneducated, the unskilled, the high school dropouts, and the minority worker. We estimate conservatively that automation is costing California 150,000 jobs a year.

This law has been operative for just over 15 months. In that time the value of Manpower Development and Training Act has been demonstrated by 4,948 workers who have entered training in 42 occupations. As of this date we have approved training positions for a total of 9,460 workers, most of whom have had to start their courses of training. Fifty-seven different occupations are involved. The true measure of this legislation will not be felt, however, in the first 15 months, or even in the first 2 years. The value will increase and the effect will be adequately felt only after several years of operation.

The benefits of this law to California have been steadily increasing over the past 15 months. We have been gratified that we can show results as solid as those mentioned above in this relatively short period of time.

I am especially pleased to note that this legislation has been used to attack the problems of hard core and minority unemployment. Twenty-six percent of those enrolled in the Manpower Development and Retraining Act training courses have been minority workers. In some instances, we are in the process of setting up courses especially for minority workers, such as a program operated in conjunction with the youth opportunities board in Los Angeles for 2,500 disadvantaged youth in the East Los Angeles district, primarily Mexican-American, and another 500 youth, primarily Negro, in the Hunters Point district of San Francisco. These special programs, just starting, make an all-out attack, neighborhood by neighborhood on the various effects that unemployment has on youth in terms of the costs in delinquency and crime, social welfare costs, and the general decline of the community as a whole. You will be interested in knowing that approximately 74 percent of those completing the Manpower Development and Training Act training in California have secured jobs to date. We are also pleased to note that of all men entering training, 44 percent have been war veterans.

I would urge in the strongest possible terms that this legislation, which is just now beginning to bear some tangible results, be extended without crippling amendments, and that it be extended by a strong bipartisan vote. Despite the greatest growth in the history of our State, our unemployment rate is over 6 percent. The program is an absolute necessity. I am confident that you will agree with me that at this particular juncture in our efforts to attack unemployment, now is not the time to weaken the unemployment problem.

Please convey my views to the other Members of the California delegation and feel free to indicate my position in the course of the debate.

EDMUND G. BROWN,
Governor of California.

May I also comment to the previous speaker that if he will look at page 608 of the hearings he will note that at that time I explained, because of a request from the Governor of California just why it was difficult for California to enact the matching program in this first year. At that point I said to the committee:

As you are all well aware, it frequently happens that several, sometimes many,

months pass from the date a project is authorized to the date of appropriation of funds to implement the authorization. That is precisely what occurred in this instance, and not until 5 months later were moneys appropriated * * *. The Governor explained that since the program was delayed at the start, sufficient time had not elapsed to permit the development of efficient techniques and methods for identifying the need and setting up courses which meet the problems of hard-core unemployment * * *.

We then asked for a 1-year delay in State matching requirements.

But we are ready and will go ahead with the matching in the subsequent years. Therefore, I am happy to agree with the gentleman from Ohio who I think made an excellent statement that this is a bipartisan measure and we on our side are equally desirous of sticking with the matching provisions of the act.

Mr. FRELINGHUYSEN. Mr. Chairman, I yield 5 minutes to the gentleman from Missouri [Mr. CURTIS].

Mr. CURTIS. Mr. Chairman, I have had a deep interest in this program since its beginning. As you probably know, the Joint Economic Committee on which I serve was created by the Employment Act of 1946. And within the jurisdiction of my legislative committee, the Committee on Ways and Means, is the unemployment insurance program which deals in this same area.

Let me first add my commendation of the chairman of this subcommittee and every member on it for what I regard as a job well done. I want to include in this and emphasize those who have expressed minority views. This is very helpful in understanding many of the problems that exist in this very difficult area.

Then I would like to keep this in context. Remember that for every dollar we spend on retraining in the governmental sector, whether it is State, local, or Federal, there is probably \$10 being spent in the private sector, and this is what we want primarily to keep our eyes upon.

I think that this program has proved to be very successful only in its inception because that is all it has been to date; but one reason why it has been so successful is that those in charge of it have been going slowly and have not been spending all the money that they might have, if that had been their objective. I would warn everyone that you can flood a carburetor just as much as you can choke it and either flooding or choking will stop the machine. I am fearful, I must say to the chairman, that in the desire to move this program forward it can be flooded.

I was very appreciative of the supplemental views of my colleague from Ohio [Mr. TAFT] in regard to that part of it; and, indeed, I think that this recommendations are an improvement and are moving along in the right direction. Judge SMITH very properly calls our attention to what does happen to programs that are good programs. There is a great tendency to get aboard and push them away beyond the capabilities or the intentions. You can damage programs as a result of that.

This really is a very basic battle going on between two major schools of economic thinking, the microeconomists, as some call them, and the macroeconomists.

The macroeconomists believe that aggregate purchasing power can be created by using the Federal Government as a mechanism which will solve unemployment on a cyclical basis. The microeconomists, with which group I would classify my thinking, believe, rather, that this unemployment is a structural and frictional matter created to a large degree by automation, and the emphasis must be dealing in the terms of the component parts. This means emphasis must be placed upon training and retraining. Jobs become obsolete. But I would point out one thing that is being missed by many of our labor leaders today, that automation actually creates more jobs than it displaces. But those jobs cannot be found right away, or are within an entirely different area of endeavor of where the jobs have been reduced. So, there is needed a definite process of taking an unemployed and then retraining him or getting him located in the new jobs that are available. And, indeed, it is not just that. The unskilled or semiskilled or those with obsolete skills, taking him and training him for these new jobs usually require a much higher skill. The hard reality of retraining is that you take someone with a good job and ask him to go to night school and retrain in order to take this higher skill, his job becomes open for someone below him on the ladder of skills who, too must take retraining.

Now, directing attention to some of the criticism of the State's failure to take hold. Indeed, there are those who are opposed undercover to this retraining approach because they prefer the idea of throwing money into these things and having them go away. There has been similar criticism of the Kerr-Mills Act because it is not being activated as rapidly as some would like.

The CHAIRMAN. The time of the gentleman from Missouri has expired.

Mr. FRELINGHUYSEN. Mr. Chairman, I yield the gentleman 1 additional minute.

Mr. CURTIS. These good programs, in my judgment, do move slowly and, in my judgment, they should move slowly.

I shall certainly vote for this bill, provided we do get these funds cut down where we do not flood and damage the program.

Mr. Chairman, one final comment, if I may: We are spending billions of dollars in the field of vocational education and, in effect, retraining. Yet we have never identified it as such, because it has a military uniform on it.

Mr. Chairman, I think one of the most wasteful programs today and one which is hurting and hitting right at the heart of this whole business of the need for skills, lies in our failure to identify the fact that the Military Establishment is engaged in training, vocational education, which is exactly the field with which we are dealing here. But they do not do a job of identifying those who want to learn with those skills they would like

to learn. There is very little coordination between the military sector and the private sector.

Mr. Chairman, we are spending too much money primarily in not properly allocating where the money should go.

Mr. POWELL. Mr. Chairman, I yield 3 minutes to the gentleman from Illinois [Mr. PUCINSKI], a distinguished member of this committee.

(Mr. PUCINSKI asked and was given permission to revise and extend his remarks.)

Mr. PUCINSKI. Mr. Chairman, I rise in support of this legislation.

Mr. Chairman, there are 4,070,000 people unemployed in America today. This is 5.6 percent of our total labor force. Of these 4 million unemployed, 1,119,000, or 27.9 percent, have been unemployed for 15 weeks or more; 580,000, or 14.6 percent, have been unemployed 27 weeks or more.

Mr. Chairman, let me show the members of the Committee what these chronically unemployed figures mean in dollars and cents to the taxpayers.

Last month the State of Illinois was able to reduce its public welfare payroll by 2,000 people through various efforts to get them a job. The savings on this has been apparent to the taxpayers of Illinois, which was \$450,000 per month, or almost \$6 million a year. Thus, you can see why it is important to get these people off the relief rolls and back to work.

Mr. Chairman, using this same formula and citing the figures which the gentleman from California used a moment ago, the figures of Mr. ROOSEVELT, it would appear that the State of California has saved the taxpayers more than \$2 million a month, or \$24 million a year by finding employment for 9,460 people that he mentioned under this program.

At the appropriate time I shall obtain permission to include a table at the conclusion of my remarks which shows what has been happening to chronic unemployment in recent years.

In 1953, 211,000 people, or 11.3 percent of the labor force were unemployed 15 weeks or more. In 1962 the figure rose to 1,119,000, or 27.9 percent.

In 1953, there were 79,000 people, or 4.2 percent of the total labor force unemployed 27 weeks or more. In 1962 this figure jumped to 585,000, or 14.6 percent. These are people who are unfortunate and chronically unemployed, and it has cost the taxpayers of the various States of America in excess of \$1.5 billion in various forms of public assistance for these chronically unemployed.

When we talk about cutting the bill, reducing the expenditures, you see what the alternative is if we do not enact this legislation.

This is a problem that is not only peculiar to the urban sections of the country, but to all of it, and I hope my colleagues from rural areas will consider these facts: While the total employment in the United States increased from 63.8 million in 1953 to 71.8 million in 1962, or an increase of 8 million people, the agricultural workers' opportunities decreased by 1.4 million in the same period.

This chronic unemployment involves a major change in manufacturing meth-

ods, a change in product demand, and a movement of industry location. Chronically depressed areas include the coal-mining communities and the older industrial centers of the East and Midwest. It was to these urban areas that marginal workers flocked after World War II, and are now not trained to take on the needs of new technological demands.

Intense competition, both foreign and domestic, insured an acceleration of that trend. Employment created by the manufacture of automated equipment and controls went largely to new manufacturing areas free of the disabilities of the older industrial centers. The latter areas received the unemployment resulting from the substitution of machines for men, and the improved methods further cut into manpower utilization, as did the competitive impact of new plants, both domestic and foreign.

Add to this the announcement today that 75,000 additional jobs will be wiped out by the budget cuts in the defense budget.

I have the privilege of serving on the subcommittee headed by the gentleman from Pennsylvania [Mr. HOLLAND] author of today's bill. We are now holding hearings on legislation to reduce the workweek from 40 to 35 hours. During these hearings it is becoming abundantly clear that a vast number of those now unemployed in America, just are not prepared to accept a position in our modern stream of technology.

This fact was repeated not only at our current hearings, but during the hearings on the manpower development amendments.

We have in this country today an estimated 11 million adults who have less than a sixth-grade education and cannot read or write.

These people constitute the largest segment of our chronically unemployed Americans. These are the people the legislation, to a great extent, hopes to reach. That is why we had to include in this bill a provision for basic literacy training under very rigid limitations.

This legislation also hopes to reach that growing army of Americans who have been displaced from skilled jobs in the advanced years of their life through automation. These middle-aged Americans have nothing but the relief lines to look forward to unless they can obtain new skills under this act.

You will notice this bill serves unequivocal notice on the States that they must begin assuming their responsibility in this entire field of retraining. Although the committee well realizes the financial crises which confront most of our State, it also directs the labor department to reduce bureaucratic delays to a minimum and incorporates a spirit of urgency into this act.

Mr. Chairman, this is a good bill. You will note that the senior members of our committee strongly support this bill in their minority report on page 38. This bill represents a sincere bipartisan effort by our committee to help the tragic victims of chronic unemployment in America. I hope it will be overwhelmingly approved.

TABLE I.—Total labor force, employment and unemployment 1953–62

[Millions]			
	1953	1962 ¹	Change
Total civilian labor force.....	63.8	71.8	+8.0
Total employed.....	61.9	67.7	+5.8
Agriculture.....	6.6	5.2	-1.4
Nonagriculture.....	55.4	62.5	+7.1
Total unemployed:			
Number.....	1.9	4.0	+2.1
Rate (percent).....	2.9	5.6	-----
Persons at work: ²			
Full time, all industries.....	49.2	51.3	+2.1
Part time, all industries.....	10.2	13.3	+3.1
Full time, nonagriculture.....	44.4	47.9	+3.5
Part time, nonagriculture.....	8.6	11.7	+3.1
Part time for economic reasons, all industries ³	(4)	2.7	-----

¹ 1962 labor force figures specifically adjusted to exclude Alaska and Hawaii and to take account of revised population basis—to make 1962 data consistent with 1953. No specific adjustments made in "at work" figures since adjustments approximately offset each other. Figures do not total due to rounding.

² Excludes employed persons not at work because of vacation, illness, etc. Part time is defined as employed 1 to 34 hours per week, full time 35 hours per week or more.

³ Persons on part-time work and reduced workweeks because full-time work was not available.

⁴ Not available.

Source: U.S. Bureau of Labor Statistics.

TABLE II.—Nonfarm wage and salary jobs
'In thousands]

	1953	1962 ¹	Change
All wage and salary jobs.....	50,232	55,841	+5,609
Mining.....	866	652	-214
Contract construction.....	2,623	2,909	+286
Manufacturing.....	17,549	16,859	-690
Production and maintenance.....	14,055	12,494	-1,561
Nonproduction.....	3,494	4,365	+871
Trans and public utilities.....	4,290	3,903	-387
Class I railroads.....	1,207	700	-507
Telephone.....	702	688	-14
Electric, gas, and sanitary services.....	582	611	+29
Wholesale and retail trade.....	10,247	11,552	+1,335
Finance, insurance, and real estate.....	2,146	2,798	+652
Services.....	5,867	7,949	+2,082
Government.....	6,645	9,183	+2,543
Federal.....	2,305	2,340	+35
State and local.....	4,340	6,849	+2,509

¹ 1962 figures include Alaska and Hawaii.

Source: U.S. Bureau of Labor Statistics.

TABLE III.—Long-term unemployed, 1953–62¹

Year	Total unemployed		Unemployed 15 weeks or more		Unemployed 27 weeks or more	
	Number (thousands)	Percent of civilian labor force	Number (thousands)	Percent of total unemployed	Number (thousands)	Percent of total unemployed
1962.....	4,007	5.6	1,119	27.9	585	14.6
1961.....	4,806	6.7	1,532	31.9	804	16.7
1960.....	3,931	5.6	956	24.3	454	11.5
1959.....	3,813	5.5	1,040	27.3	571	15.0
1958.....	4,631	6.8	1,452	31.0	667	14.2
1957.....	2,936	4.3	560	19.1	239	8.1
1956.....	2,822	4.2	533	18.9	232	8.2
1955.....	2,904	4.4	703	24.2	336	11.6
1954.....	3,578	5.6	812	22.7	317	8.9
1953.....	1,870	2.9	211	11.3	79	4.2

¹ 15 consecutive weeks or more.

Source: U.S. Department of Labor, Bureau of Labor Statistics.

(Mr. PUCINSKI asked and was given permission to revise and extend his remarks.)

Mr. FRELINGHUYSEN. Mr. Chairman, I yield 5 minutes to the gentleman from Ohio [Mr. BOW].

(Mr. BOW asked and was given permission to revise and extend his remarks.)

Mr. BOW. Mr. Chairman, I am delighted to hear that this program is working out so well; that people are becoming employed because of the retraining program. But I have the same concern that the gentleman from Virginia has, that is for the amount of money that we are spending and the deficits that are being piled up in this Government. I am wondering if we are getting value for the money that we are spending in the areas of unemployment.

I have said before on the floor of the House, and I repeat it today, I believe the No. 1 problem facing the Nation today is that of unemployment. Every effort must be made to see if we can solve this great question of unemployment.

Are we really doing everything that can be done, and should be done, and will this bill take care of the areas of real need?

I must confess to you, Mr. Chairman, that my heart aches for those men, not only the 16-year-olds we are taking care of in this, but the men who are 40 and 45 years of age, men who are already trained, who lose their positions, then are unable to become employed because of the restriction against these people 40 to 45 years of age and older.

What are we doing about it? You are going to have your South Bends, you are going to have your defense installations shut down. What is being done for the trained men? Where are their jobs?

I wish at some time during this debate today someone will tell us the area where there are shortages of labor that were retraining people. I have not heard of any great areas of shortages of labor. Are we simply retraining people to have them still unemployed after they are trained?

May I say to the distinguished Committee on Education and Labor I certainly hope that committee will make every effort to check on the U.S. Unemployment Service and determine what they are doing. Are they making a maximum effort in clearing up the question of unemployment, or are they engaged in

other areas, not particularly for those who are unemployed, but for those who are employed, and taking them from one job to another? They are building plush offices for professional people to go into. They are turning their backs—I have said this before and I say it again—on the unemployed, and not rendering them the service which they should receive. In other words, they are advertising in newspapers, I had one not long ago, an ad of the Unemployment Service for an open-hearth operator to go to Buenos Aires, an IBM operator to go to Tanganyika, and a business consultant to go to Florida.

I do not believe that is the purpose for which we set up the USES. I think we set them up to find jobs for people who are unemployed and who need jobs, but not to use the employers' tax funds to pirate them from one place to another, but to find jobs for those who are unemployed.

I put in the RECORD here some time ago details of the falsification of facts and figures in the Ohio office in Cleveland, where they admitted they had been falsifying their records to show employment where in fact there had been no employment, where one man said he had placed his sons in 140 jobs in 1 year by putting their names on the record and putting them in. Then when they say they have a man in a job and falsify it, when there is not a job that man's name goes into the dead file and he does not have a chance to get employment.

They have said to us in answer to my charges against them, that they are taking care of the employed and not the unemployed, that from 90 to 95 percent of their placements are unemployed people. They say that was true in May of 1963, and that is the month we found the falsification of records, and the man in Cleveland said it happened all over the United States.

May I point out to you that if they are correct, if their figure is right that 90 or 95 percent are unemployed being placed in employment, and they claim they placed 6 million people last year, well, if 90 or 95 percent were the unemployed we would have no unemployment today. So that they just cannot be right. I would hope that the Committee will do something about an investigation and see if we cannot get them back on the track to get jobs for these people who are unemployed. They are the ones about whom I am concerned.

Mr. TAFT. Mr. Chairman, will the gentleman yield?

Mr. BOW. I yield to the gentleman from Ohio.

Mr. TAFT. I want to commend the gentleman for his statement and for calling to the attention of the House this very real problem. I think there is good evidence that perhaps we are not being nearly as effective as we should be in this service. I think some of the services being provided are unnecessary and not aimed at the hard-core type of unemployment we are talking about. For instance, I have a bill which raises the question of the propriety of campus placement activity for persons who are not really in the labor market at that

time. But what is the U.S. Employment Service doing, with 4 million unemployed in this country, going to the campuses and engaging in this kind of effort?

Also, as the result of the gentleman's calling this to my attention and the steps we have taken, an investigation has been authorized by the Special Subcommittee on Labor which I hope will undertake next year an investigation of the Cleveland matter and other problems on this subject.

Mr. BOW. When that committee begins its investigation I should be delighted to turn over to it the file I have now from all over the country, all cases of people who have gone to the agencies and been turned down, but also people now employed who have been transferred to other jobs. I do not think it is necessary for them to go to teachers' conventions and take teachers from one area and give them to another. It seems to me this is not an area we should be working in.

Mr. ROOSEVELT. Mr. Chairman, will the gentleman yield?

Mr. BOW. I yield to the gentleman from California.

Mr. ROOSEVELT. I thoroughly agree with the gentleman that a great deal more should be done to direct the whole program, directing it toward areas where new jobs are going to be needed. It seems to me not enough emphasis or research has been going into where jobs are going to be available next year or the year after.

Mr. BOW. I thank the gentleman. I would say again my concern is for those who are now unemployed.

Mr. BELL. Mr. Chairman, I yield 5 minutes to the gentleman from New York [Mr. GOODELL].

Mr. GOODELL. Mr. Chairman, may I first emphasize my strong support for the Manpower Retraining Act and for the basic changes that we are making in that act in H.R. 8720. I think the experience under the manpower bill and its actual operation for just a little over a year now has been a resounding success. There have been many criticisms that have appeared in the press of late that we were not reaching the very hard, hard core. I think those criticisms ignore the problems and the requirements in getting a program of this nature underway. We have to crawl before we walk and walk before we run. I do not mean to say that we intentionally want to avoid the hard, hard core but it does take some special program and some special approach to get to these people who may have a language difficulty or who are lacking in a basic education requirement so that they cannot even undertake a job training course in the normal course of events.

Mr. Chairman, this legislation has been marked from the beginning by bipartisanship and I am very happy that it is continuing on that basis. About half of the trainees thus far have been those in the long-term unemployed group. I emphasize that, because these are very serious problems. Many of these individuals are trying to support families and find themselves forced to resort to welfare payments or unemployment in-

surance. Therefore, in that respect they are a drain on the resources of society. The training program has been concentrated in that area and about half of the trainees fall in the category of long-term unemployed. The program tries to get them back to work and back to earning and back to paying taxes, and in that way and many other ways to get back into the general flow of our economy. We think this is the essence of the manpower retraining program and it has demonstrated its merit thus far.

Reference has been made to the fact that only four States chose to match the funds that are put up for training allowances and for the rest of the program by the Federal Government. Let us emphasize that this act was passed in March of 1962. We did not get the funds until September of 1962. These legislative bodies in the States that we are talking about went into session in January, 4 months after the funds were first made available to start the training program. When the legislatures met in these 29 States, in many instances there were no trainees whatsoever graduated and at work as yet, and in a good share of the other States they had no training programs even started as yet. Under those circumstances, we certainly could not expect the States to set up their programs for matching without any history at all to go on. We do feel now on a completely bipartisan basis there will be a sufficient history of experience at the State level so that those legislative bodies can now meet and they will either have to put up the matching funds starting in the fiscal year 1966, with one-third of the amount, and in fiscal year 1967 on a dollar-per-dollar matching basis or the program will just grind to a halt in their State.

I would emphasize that we wrote the committee report with great care. We chose the words very carefully as a legislative history for guidance to the department in the administration of this act.

I would like to ask the chairman of the subcommittee, the gentleman from Pennsylvania [Mr. HOLLAND] with whom I worked so closely last year and with whom I have enjoyed working outside the subcommittee this year, if he does not agree with the legislative history that we have made here in the report and on the floor today, particularly with reference to matching and the basic education provision.

Mr. HOLLAND. I must admit that my colleague, the gentleman from New York [Mr. GOODELL] and others of our colleagues on his side of the aisle have done a wonderful job in cooperating with us to see that everything is made as clear as possible. We have cleared up a lot of problems that arose as the result of the failure of the administration to carry out our intent in the other bill and I am glad to have this opportunity to express my appreciation to the gentleman and to others of our colleagues who have cooperated with us and worked so hard to make this legislation as effective and as clear as possible.

Mr. GOODELL. Mr. Chairman, I would like to say here that the gentle-

man has been very generous in his credits to the minority side for their contributions in the past, and I appreciate very much the way he proceeded as a subcommittee chairman in a bipartisan fashion, but the gentleman does agree, I take it, with the legislative history that we have here today.

Mr. HOLLAND. Absolutely.

Mr. GOODELL. I appreciate that, and ask the gentleman from Michigan, who is also one of the most active Members on this particular manpower bill, if he does not agree with this legislative history.

Mr. O'HARA of Michigan. I would say, if the gentleman will yield, that the committee report has been very carefully drafted to express our exact intention in the amendments before the House today.

Mr. GOODELL. I appreciate the gentleman agreeing.

Mr. Chairman, I would emphasize here that we have in some respects made this program more conservative. We have done this with eyes wide open. The original act, for instance, provided for \$20 a week training allowances to some youngsters in the 19- to 22-year-old group. We have lowered that age to 17 and required that they be out of school 1 year. We have also written very careful requirements in the act for qualification for that \$20 a week payment by the students. It must go only to those who are in special youth training programs. It is defined in this bill as those who, because of inadequate educational background and work preparation, are unable to qualify for and obtain employment without special training and schooling.

Mr. Chairman, I would also emphasize the limitations we place specifically in this bill with reference to those who qualify for the basic education programs. It is limited to those who indicate an intention to and will thereby be able to pursue courses of occupational training of a type for which there appears to be reasonable expectation of employment. I would emphasize the words "reasonable expectation of employment." Obviously, when a person is undertaking a basic education which is necessary to qualify him to go into some sort of job or skill training, it is not possible always to have a specific job or a specific opening available at the end of the line with an offer from an employer that he will take this individual when he finishes. It is our desire and our intention that the individual with problems in his basic educational skills will qualify for the type of training in which there are openings generally in the community and in the area where he is taking that basic education and that skill.

Mr. Chairman, finally I would state that the gentleman from Ohio [Mr. TAFT] will offer an amendment to cut the funds that are provided here. As one who believes very deeply in the manpower bill, I think there is more money provided in the authorization than is necessary. I think we can cut that authorization without damaging the program. I would hope that if the cut that the gentleman from Ohio [Mr. TAFT] has proposed is too deep and turns

out to be too deep and the Secretary comes forward with figures that demonstrate this—and he has not done that, in my opinion, thus far in our hearings and deliberations—that we can on a bipartisan basis restore what funds are necessary to keep this program operating and at full level, efficiently and effectively, to help our unemployed. Thank you.

Mr. POWELL. Mr. Chairman, I would like to yield as much time as he may desire to close debate to the distinguished member of the subcommittee, the gentleman from Michigan [Mr. O'HARA].

(Mr. O'HARA of Michigan asked and was given permission to revise and extend his remarks.)

Mr. O'HARA of Michigan. Mr. Chairman, I am impressed, as I am sure other Members of the House are, by the broad agreement that has been expressed by both Democratic and Republican Members of the House both on the performance of this act since its enactment, about a year and a half ago, and upon the advisability of the amendments that we are now proposing to this act.

There seem really to be only two areas of some disagreement. The first would be whether or not there is some duplication or overlapping between the Manpower Development and Training Act youth training program and that provided under the Vocational Education Act. The gentleman from Kentucky [Mr. SNYDER], mentioned that there are some 13 Federal education and training programs already. He then proceeded to deny he was certain about that figure. I do not know how many there are, either, Mr. Chairman; but I do know what kind of programs they are. They are not programs which meet the need this program was designed to meet.

Among existing programs are vocational rehabilitation; the World War II GI bill; the Korean GI bill; the War Orphans' Educational Assistance Act. In other words, none of these programs to which the gentleman has referred are designed to meet the problems of the unemployed, and particularly those hard-core unemployed who need training and skill development before they can find productive employment.

It is not our intention in this manpower development program, in its youth provisions, or any other part of it, to overlap or duplicate that which is being done under any other program. Neither is it our intention to overlap or duplicate that which is being done by any private industry on its own. The gentleman from Missouri [Mr. CURTIS] mentioned that he believes a large amount of training is already being done by private industry. Mr. Chairman, I wish to assure you that to the extent private training is being done by industry we do not wish to take over any part of that training and begin to support such training with Federal funds without advancing the training of any additional workmen. If, indeed, private industry is doing it, then it adds nothing to the total effort if we take over the cost of that effort.

Mr. PERKINS. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Kentucky.

Mr. PERKINS. Mr. Chairman, I would like to ask the gentleman if one of the chief reasons why the manpower program has not moved faster is because of lack of adequate vocational facilities throughout the country?

Mr. O'HARA of Michigan. The gentleman is correct. That has been one of the problems under the program. We do not want to set up a duplicate set of vocational training institutions to train manpower trainees. This bill operates through the State vocational education agencies and through the State employment offices. It uses the facilities and personnel and services of those two State agencies.

Mr. CURTIS. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman from Missouri.

Mr. CURTIS. Mr. Chairman, I just want to be sure that I have been clear on this subject. I said in context let us remember that probably for every dollar spent here \$10 was spent in the private sector. I did not want to imply that I did not feel that this was being carefully done in the Federal sector. Indeed, I think it has been, and I think it is a part which the Federal Government can play in it.

Mr. O'HARA of Michigan. I thank the gentleman. I did not mean to imply that he had said so. I just want to call attention to the fact that there is an intention in this program only to supply a need that is not presently being met.

If it is being met by private training or, indeed, if it is in an area which requires such a minor skill that heretofore employees have not thought prior training to be a prerequisite to employment, we do not want to undertake training programs. We want to provide training only in those areas where it can be of real assistance to the manpower development program.

In some situations, such as the apparel industry, skill and training are not and never have been a precondition of employment because of the nature of its labor requirements and its hiring and training practices. When training assistance is granted to such industries in any area of the country, particularly if the industries are as mobile and highly competitive as the apparel industry, it has the effect of adding to unemployment elsewhere in the country. I am advised, for example, that the existing labor supply in the apparel industry is more than ample to meet the Nation's needs.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I shall be glad to yield to the gentleman from New York.

Mr. GOODELL. In talking about the distinction between vocational education and the manpower bill, the gentleman will recall that it was our intention and desire in writing the original act that, to the extent possible, the manpower bill utilize the manpower setups that we have around the country that are han-

dled primarily by the State and local authorities.

I think this has been done and is being done today.

I would like to commend the Secretary of Labor, Mr. Wirtz, in his administration of this act. I think he has been very wise and very restrained in the way he has approached this act and has been very assiduous in trying to adhere to our intention in the original act. I have great confidence that he will continue to apply himself and to see that his department employees will apply themselves to following the legislative history and the intentions which we have.

Mr. O'HARA of Michigan. I thank the gentleman for his contribution.

Mr. Chairman, I would like to make one further point: There has been some question about whether or not the authorizations contained in this act are needed. It has been pointed out that the authorizations in the last fiscal year and in the current fiscal year were not met by the amount which was appropriated, and that this is some evidence of the fact that we do not need additional authorizations.

Mr. Chairman, as has been pointed out here repeatedly in the debate this afternoon, the program was undertaken by the Department of Labor and by the Department of Health, Education, and Welfare in a very cautious way. They did not want to move ahead into a large-scale program before they knew what they were doing.

Mr. Chairman, we have this program underway and we are now ready to expand it. The State agencies have told the Department of Labor that they are ready now to proceed this year, if they can secure the funds, with the training of 134,000 trainees.

In addition, Mr. Chairman, we were very cautious about the on-the-job training program which we wrote into this bill a year and a half ago. The Department wanted to move cautiously in this area. In the first year of this program there were no on-the-job trainees because the Department was setting up its procedures and regulations.

However, we believe we are now ready to move in this area as well.

We would hope that we can have somewhere in the neighborhood of 35,000 on-the-job trainees in the next fiscal year, if we get the money.

Finally, Mr. Chairman, I would like to point out that under the beefed-up youth program provided by these amendments and under the various other provisions of this bill before us, we would hope, if the funds were available, to train in the neighborhood of 93,000 additional trainees per year.

So, Mr. Chairman, we are going to need some money to do that. I very much fear the cuts in the authorizations which have been suggested and the manner in which they may take effect would very much hamper the program, and I am sure we do not want to hamper the program.

Mr. Chairman, in conclusion, I would like to urge that the Members of this House consider this bill as our committee considered it; that is, with an eye not toward partisanship but with an eye

toward what we can do in a constructive way for the unemployed of this country.

Mr. RYAN of New York. Mr. Chairman, increased economic growth and a full employment economy are urgent. The manpower development and training program designed to retrain unemployed workers and place them in productive employment and to help meet the problem of our unemployed youth is part of our efforts to deal with unemployment.

I support the amendments to the Manpower Development and Training Act of 1962 provided by H.R. 8720 which will improve the program.

The plight of our out-of-school and out-of-work youth will be alleviated by reducing the age limit for the training allowance from 19 to 17. However, I disagree with the requirement that 1 year elapse before a dropout becomes eligible for a training allowance. During that year young people are likely to become discouraged and demoralized and will be that much more difficult to motivate. The 3-month period originally recommended by the administration should be a sufficient safeguard to discourage leaving school to take advantage of this program.

Experience during the past year shows that the hard-core unemployed are not being reached by the retraining program because of a lack of basic education. Therefore, H.R. 8720 includes an amendment which extends for another 20 weeks the period during which training allowances can be provided. This will help to develop basic education skills among the "functional illiterates."

Mr. Chairman, these and the other proposed amendments will provide a better legislative framework for the program. However, its ultimate success will depend in large measure upon how it is administered. To succeed, the program requires the full cooperation of the State vocational education agencies and the State employment services. The 1962 act provided that State vocational agencies undertake to provide institutional training for persons referred to the Secretary of Health, Education, and Welfare by the Secretary of Labor.

In New York State the vocational education agency has been a major obstacle. Right now there are 82 projects bottled up. It has taken an average of 6 months to obtain approval after a project is submitted. And time and again the State simply sits on applications.

Furthermore, although the act permits the use of the facilities of private institutions, labor unions, and public agencies other than schools, the State vocational agency refuses to authorize such use. The agency insists on training in vocational schools even if this involves the purchase of expensive equipment already available in private schools or other public agencies.

To cite an example, in June 1962, the YMCA in New York submitted an application for a project to train 90 youths in auto mechanics, machine shop practice, remedial reading, and remedial mathematics. This is a well thought out program which has not been approved yet.

In another case a project to train 25 to

30 individuals as building custodians was submitted more than 15 months ago and has not been approved. This refusal to use outside agencies is frustrating the program, and it is time for action at the Cabinet level to break the logjam.

In his message on civil rights and job opportunities to Congress on June 19, 1963, President Kennedy said:

I have instructed the Departments of Labor, Commerce, and Health, Education, and Welfare to examine how their programs for the relief of unemployment and economic hardship can be still more intensively focussed on those areas of hard-core long-term unemployment, among both white and non-white workers.

Under section 231 of the 1962 act the Secretary of Health, Education, and Welfare may provide training by contract with public or private educational or training institutions in the case of training which the State agency does not provide. The Division of Vocational Education in the U.S. Office of Education has not entered into any contracts or agreements despite the months of delay in New York State. I certainly hope that the Committee on Education and Labor, which has brought this bill to the floor, will look into this situation.

Mr. Chairman, there is another problem in New York State involving on-the-job training projects. Because the State employment service is responsible for paying training allowances, applications for OJT projects are submitted to it for approval. Although the Secretary of Labor has sole responsibility, the State employment service has a habit of referring applications to the State vocational educational agency for review. Thus the State vocational educational agency exercises a veto over the Secretary of Labor.

When a printer's union proposed a project to train letterpress operators in union shops, the State employment service and State vocational education agency shifted the project to a vocational school.

Mr. Chairman, there must be a complete reappraisal of the legislative approach to this question. Concurrent jurisdiction between the Department of Labor and Department of Health, Education, and Welfare has resulted in delay and sabotage of the program. Meanwhile, on-the-job training projects—the most promising area for accomplishment—are not being sufficiently encouraged.

Mr. DONOHUE. Mr. Chairman, I most earnestly hope and urge that this bill, to amend the Manpower Development and Training Act of 1962, will be overwhelmingly approved without extended debate and delay.

The history of this measure, in operation, clearly reveals that it has been an unqualified success since its origin. The authorities have presented substantiating evidence that the goal set by Congress, for the 3-year program of some 400,000 unemployed workers retrained and placed in productive work, will be attained.

However, the evidence also shows and the experts further testify that experience, under the act, demonstrates three

vital changes are imperative at this time. First, in order to sustain the program over a period long enough to permit a fair appraisal, the present State matching requirement should be postponed for 1 year. Secondly, the plight of the undereducated unemployed demands more specific attention and special provision is included for them in this bill. Third, the present provisions for unemployed youth should be improved and such action is projected in this amended measure.

Mr. Chairman, this bill offers us a chance to alleviate serious unemployment in the country. It also enables us to take a significant step toward meeting the problems generated by the ever increasing technological revolution of American industry, especially as such revolution drastically threatens the economic security of our undereducated and unskilled youth. Without encouragement and opportunity this group of young Americans is practically doomed to a lifetime of joblessness and dependence upon public assistance. If they can be trained to become part of our productive force, at any reasonable cost, then the saving to society is incalculable.

This bill is unquestionably in the national interest; it is "good for all Americans" and is in full accord with our basic national traditions. If we can afford to grant substantial assistance to people in underdeveloped nations around the world surely we can afford to give this limited measure of aid and encouragement to our own citizens. I urge my colleagues, again, to promptly approve this bill.

Mr. BURKHALTER. Mr. Chairman, overnight we find that the legislation we are considering today, H.R. 8720, the Manpower and Training Act of 1962, has become doubly important. The reason for this increase in importance is directly attributable to announcements on the closing down of many military installations and shipyards throughout the country. This in itself will be a devastating blow in many communities throughout our land, but it will be double so if we have not provided the funds for a program that was important in its own stead before this announcement of defense cutbacks was made, but as of today this program takes on the status of critical nature. It has always been said that a healthy economic climate is the first basic step in building a successful democratic way of life for which we have so long prided ourselves. Therefore we must, in our obligations to those citizens of our great Nation who elected us to represent them in the House of Representatives support H.R. 8720 which will enable many of our countrymen to train themselves for employment in new skills that they will be able to learn from the opportunities afforded to them through the Manpower and Training Act of 1962.

The latest report from the Department of Labor Statistics, revealed that unemployment jumped in November by nearly 500,000, larger than the usual seasonal increase for that month. The full-time joblessness was brought to over 3.9 million, this made a seasonal adjusted rate of 5.9 percent, which is a

sharp gain from 5.4 percent in October and a 135,000 higher than a year ago. Then just yesterday the report that the country was losing one of its oldtime automobile producers, the Studebaker Corp., to our neighbor nation on the north, leaves many more good, able and willing American skilled mechanics without a job to go to. Automation is taking its toll each and every week in factories and industrial plants and even in the so-called white collar job categories as well. If there ever was a time that a Federal Government should show leadership and determination now is that time to take the steps that will assist these many good citizens to retrain themselves for new skills and new positions.

Unfortunately many of these workers will find it most difficult to learn new skills and employ them in their advanced age after having devoted the best part of their lives to an industry and skill that is suddenly vanishing on their local scene for one reason or another. If we do not pass this new bill for manpower and training using the excuse for opposition that the program will cost too much, we would only be shortchanging ourselves. This of course is the most useless of arguments because this act will keep all of these individuals in the ranks of the employable and will give them the hope and dignity of earning their own living in the way all men wish to in a democratic society. If this act would be defeated because of such shortsighted so-called economic moves, we again would only be fooling ourselves, because the facts show that the cost for not enacting it would be much, much greater than the moneys involved in its enactment. Individuals would soon use up their unemployment benefits and many would have to apply to their local government agency for relief. These individuals in turn would, because of being unemployed, not be able to contribute toward the tax base of their own Government and they would stop being the potential user of the many goods and services we keep telling the rest of the world are so abundant in our country. It certainly would not be economically right to deprive these individuals of their chances and opportunity of being gainfully employed and it is certainly not morally right for the Nation to deny them the means of securing the needed training for newer types of gainful employment.

I ask those colleagues among us that came here today to oppose passage of this legislation to think and think profoundly of the cost to this great country for not passing this bill. Not costs in just dollars and cents, but costs in not affording a man or woman the opportunity to support themselves and their dependents in the American way. The costs to these individuals in the many agonies and anguishes caused by the ugly shadow of unemployment which eats at the very marrow of individual dignity. Gentlemen today we must face up to the responsibility placed in us by the free electorate and we can do this best by voting for the enactment of H.R. 8720, the Manpower and Training Act of 1962. I thank you.

Mr. BRADEMAs. Mr. Chairman, the announcement this week by officials of the Studebaker Corp. of the termination of production of automobiles and trucks at the Studebaker plant in South Bend, Ind., means immediate unemployment for thousands of workers.

The unemployment situation at the Studebaker plant is further evidence of the importance of favorable action on the legislation we are today considering, amendments to the Manpower Development and Training Act. I say this because the programs of training and retraining which have been and will be established under this act represent one, and only one, but an important one, of the several weapons we must have in our arsenal of attack on unemployment.

I am pleased to say that we have already undertaken training programs under the Manpower Act in South Bend, Ind., and that our community, with wide support from leaders of business, labor, education, and local government, is ready to make further use of Manpower Act programs in an effort to help meet some of the extremely serious problems caused by this unhappy development at the Studebaker plant.

Fortunately one of South Bend's leaders named by Mayor Frank J. Bruggner to serve as cochairman of a community-wide committee to deal with the Studebaker problem is Mr. Franklin D. Schurz, editor and publisher of the South Bend Tribune, is chairman both of the St. Joseph County Manpower Advisory Committee and of the Indiana State Manpower Advisory Committee.

The other distinguished civic leader serving as cochairman of the mayor's committee is Mr. Paul D. Gilbert, head of Gilbert's, Inc., a widely known retail clothing store in South Bend.

I am pleased to say, after meeting here in Washington this morning with representatives of a number of relevant Federal agencies to discuss appropriate Federal assistance in the Studebaker situation, that the Departments of Health, Education, and Welfare and Labor are moving to speed up manpower training programs in South Bend wherever possible.

Let me speak for a moment in support of one particular amendment to the Manpower Act which is of special interest to us in South Bend. I refer to the amendment which will enable eligible trainees who need literacy training in order to qualify for occupation training to receive such training.

South Bend was one of the first cities in the United States to start a training program under the Manpower Development and Training Act. Mr. Schurz testified on August 15, 1963, before Congressman HOLLAND's Select Subcommittee on Labor and described some of the problems which had been encountered in South Bend in carrying out an effective program.

In particular, Mr. Schurz pointed to the importance of broadening the act to, in his words, "permit more prevocational or academic training in such subjects as reading, writing, and arithmetic."

Again, to quote Mr. Schurz's testimony:

Unfortunately, most of the hard-core unemployed do not have a sufficient educational background to succeed in vocational training for higher skilled work. Their great need is for academic training.

Mr. Schurz also urged that—

To provide adequately for both academic and vocational training, the allowable training period should be extended up to an additional 52 weeks.

It is, therefore, from the experience of my own home community that I rise in support of this amendment to permit eligible trainees who require literacy courses to receive them if they are going to be able to qualify for vocational training.

Mr. Chairman, I am sure that it came as a great shock to many to learn that in this country of universal free, compulsory, public education we have vast numbers of citizens who have either foregone or have been deprived of the opportunity to achieve even the fundamental education—mastery of the 3 "R's"—which is essential to earn a decent livelihood in this modern age. The panel of experts who studied this problem in 1962 reported the staggering facts that over 8 million Americans 25 years of age and older have less than 5 years of schooling, while more than 22 million have less than an eighth-grade education. These uneducated and undereducated citizens are not indigenous to any particular area or region, but are to be found in all parts of our country. These facts leave no room for debate that these millions of Americans are exposed to a future of unemployment, marginal earnings with recurrent joblessness, dependency, and personal deprivation. The Nation, in turn, is faced with the host of social problems, and welfare and other responsibilities, which stem from poverty and human frustration and deprivation.

The "hard-core of the hard-core" unemployed come from our undereducated citizens. There are at present more than 300,000 unemployed persons—every 13th unemployed person—with less than 5 years of schooling. Close to 1 million unemployed have less than an eighth-grade education. These people cannot compete in today's labor market of constantly advancing educational and skill demands. Our uneducated and undereducated citizens will become progressively more disadvantaged as our technology advances. Their personal plight and the human waste to the Nation is a cost which we cannot afford and which must not be borne with equanimity. We must face up to these realities by assuring a greater measure of opportunity for these disadvantaged, else freedom will not be a reality in our country.

The Manpower Development and Training Act was a pioneer measure and a national commitment to "retool" the labor force to meet the skill needs of our technological age and at the same time alleviate hard-core unemployment. Its initial results are encouraging but indicate a need to "retool" the act as well as the labor force.

One of the most striking facts which has emerged is that within the present limitations of this act we are not reaching the least educated group among our

unemployed. Although 20 percent of our unemployed population have completed less than the eighth grade, only 3 percent of all Manpower Development and Training Act trainees come from this group. For the Negro unemployed worker, this disparity is even more conspicuous. While 44 percent of all unemployed Negroes have only completed the eighth grade or less, only 5 percent of Negro trainees come from this group.

The limited experience under the act in its first year of operation has shown that educational deficiency is a very real and difficult barrier in providing training as well as employment opportunities. In getting training programs underway, the earliest experience revealed the depressing fact that many of the unemployed have such a low level of education that they cannot absorb occupational training for available jobs, nor even take the initial screening tests which would qualify them for training.

The Secretary of Labor has testified before the Education and Labor Committee that we are faced with the obstinate fact that people with minimal educational attainment are not able to absorb the types of training available under the present act for the occupations in the labor market—that present statutory provisions result in "skimming off" the better educated, leaving the least educated as an even harder core of unemployment—that we run the danger of "retraining the best and disregarding the rest."

But it has also been shown that this need not be an unsurmountable barrier, that these people are potentially employable, that this education barrier can be overcome—and in fact must be overcome in a free and democratic society. The necessary link can be supplied by introducing provisions for basic literacy training into the broader provisions for occupational training. That this type of training can be productive has already been shown by special demonstration projects conducted under the Manpower Development and Training Act to test the feasibility of training for illiterate and semi-illiterate adults. Let me describe one of these, by way of illustration, which was undertaken at Virginia State College.

Ninety men past the age of 25, including 50 who had been unemployed for so long as to have exhausted their unemployment compensation, were placed in a special Manpower Development and Training Act project. Their inability to find work was not the result of their not wanting to work or not having the innate capacity for skill development, but of their inadequate education and lack of job skills. A combined experimental program of sufficient duration was developed which enabled these men to improve their educational skills while learning job skills. Within 6 months, the 40 percent of these men who had less than 7 years of schooling had averaged a gain of almost 2 school years in reading ability, and at the same time these trainees were learning the skills to become electronic technicians, brick masons, automobile mechanics, sheet metal workers, and building maintenance workers. These men—and others in

other experimental projects—have been salvaged for a life of useful work and human dignity. Similar opportunity must be provided for larger numbers.

I, therefore, urge adoption of the amendment which will provide literacy training needed to qualify eligible persons for occupational training. Under this amendment, an additional 20 weeks of training allowances will also be permitted to enable these trainees to participate in such training programs. It is estimated that adoption of this amendment will provide literacy training for some 47,000 persons annually—a modest number, but a big step forward in our national manpower training program.

Despite the highly successful experience of retraining unemployed workers under the Manpower Development and Training Act, it is clear that under our present statutory provisions, the unskilled and the unschooled who are most in need of help are the least prone to get it. We must now remedy that condition to open the door wider to provide employment opportunity through appropriate training for more workers. The cost in the long run is modest—\$1,200 to \$1,500 per individual, as compared with the probable cost to society of continued dependency which has been estimated by informed sources to be in the neighborhood of \$30,000. I cannot see that we have a choice if we are to live up to the obligation and commitment which we have undertaken to bring our hard-core unemployed back into productive economic activity.

Mr. POWELL. Mr. Chairman, I yield back the balance of my time.

The CHAIRMAN. There being no further requests for time, the Clerk will read.

The Clerk read as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That section 101 of the Manpower Development and Training Act of 1962 (hereinafter referred to as "the Act") is amended by inserting after "sought out and trained" the following: "as quickly as is reasonably possible", and by inserting after "afforded to these people" the following: "with the least delay".

SEC. 2. (a) Subsection (a) of section 202 of the Act is amended by striking out the second sentence thereof.

(b) Section 202 of the Act is amended by redesignating subsections (b) through (g) as subsections (c) through (h), respectively, and by inserting immediately after subsection (a) the following new subsection:

"(b) Whenever appropriate the Secretary shall provide a special program for the testing, counseling, selection, and referral of youths, sixteen years of age or older, for occupational training and further schooling, who because of inadequate educational background and work preparation are unable to qualify for and obtain employment without such training and schooling."

(c) Subsection (d) of such section (as so designated prior to the redesignation provided for in subsection (b)) is amended by inserting after "training" in the first sentence thereof the following: "(other than for training under subsection (1))".

(d) Such section is further amended by adding at the end thereof the following new subsection:

"(1) Whenever appropriate, the Secretary of Labor may also refer for the attainment of basic education skills those eligible persons who indicate their intention to, and will

thereby be able to, pursue courses of occupational training of a type for which there appears to be reasonable expectation of employment. Such referrals shall be considered a referral for training within the meaning of this Act, and such persons shall be eligible for training allowances for not to exceed an additional twenty weeks."

Sec. 3. (a) Subsection (a) of section 203 of the Act is amended—

(1) by inserting in the second sentence of the first paragraph after "fifty-two weeks" the following: "(except where authorized for individuals referred for training under section 202(1))",

(2) by inserting in such sentence after "not exceed" the following: "\$10 more than",

(3) by inserting in the first sentence of the second paragraph after "less than" the following: "\$10 more than",

(4) by inserting in the second sentence of the second paragraph after "compensation and" the following: "\$10 more than", and

(5) by adding at the end of such subsection the following new paragraph:

"The training allowance of a person engaged in full-time training under section 231 shall not be reduced on account of his part-time employment which does not exceed twenty hours per week, but shall be reduced in an amount equal to his full earnings for hours worked in excess of twenty hours per week."

(b) Subsection (c) of such section is amended to read as follows:

"(c) The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than two years of experience in gainful employment and who are either heads of families or heads of households as defined in the Internal Revenue Code of 1954, or who are members of a household in which the head of the household or the head of the family is unemployed: *Provided*, That not more than one person in any one household may be receiving training allowances under this Act at any particular time. Notwithstanding the preceding sentence, the Secretary may pay training allowances at a rate not in excess of \$20 a week to youths seventeen years of age or older who require such training allowance in order to undertake training, who are referred for training in accordance with section 202(b), and who are not entitled to allowances under the preceding sentence, except that no such training allowance shall be paid to any such youth who has not graduated from high school, unless the Secretary has satisfied himself that such youth has continuously failed to attend school for a period of not less than one year and that the local authorities after pursuing all appropriate procedures, including guidance and counseling, have concluded that further school attendance by such youth is no longer practicable under the circumstances. Not more than 25 per centum of the persons who are receiving training allowances (or who would be entitled thereto but for receipt of unemployment compensation) may be youths under the age of twenty-two."

(c) Subsection (d) of such section is amended to read as follows:

"(d) For the fiscal year ending June 30, 1966, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 33 1/3 per centum of the amount of such payments, and for each fiscal year thereafter such amounts shall be paid on condition that such State shall bear 50 per centum of the amount of such payments."

(d) Paragraph (2) of subsection (h) of such section is amended by striking out "July 1, 1964, and for 50 per centum of the amount of such benefits paid on or after that date" and inserting in lieu thereof the following: "July 1, 1965, for 66 2/3 per centum of

the amount of such benefits paid during the fiscal year ending June 30, 1966, and 50 per centum of the amount of such benefits paid thereafter".

Sec. 4. (a) The center heading of section 205 of the Act is amended to read as follows: "ADVISORY COMMITTEES".

(b) Subsection (b) of such section is amended to read as follows:

"(b) For the purpose of making expert assistance available to persons formulating and carrying on programs under this title, the Secretary shall, where appropriate, require the organization on a community, State, and/or regional basis of labor-management-public advisory committees."

(c) Subsections (d) and (e) of such section are amended by inserting "National Advisory" immediately before "Committee" each place it appears.

Sec. 5. Part A of title II of the Act is amended by adding at the end thereof the following new section:

LABOR MOBILITY DEMONSTRATION PROJECTS

"Sec. 208. During the period ending June 30, 1965, the Secretary of Labor shall develop and carry out, in a limited number of geographical areas, pilot projects designed to assess or demonstrate the effectiveness in reducing unemployment of programs to increase the mobility of unemployed workers by providing assistance to meet their relocation expenses. In carrying out such projects the Secretary may provide such assistance, in the form of grants or loans, or both, only to involuntarily unemployed individuals who cannot reasonably be expected to secure full-time employment in the community in which they reside, have bona fide offers of employment (other than temporary or seasonal employment), and are deemed qualified to perform the work for which they are being employed. Where such assistance is provided in the form of grants, such grants may not exceed 50 per centum of the expenses incurred reasonably necessary to the transportation of the person who is relocating, and his family, and their household effects. Where such assistance is provided in the form of loans, or a combination of loans and grants, the total amount thereof may not exceed 100 per centum of such expenses and shall be made subject to such terms and conditions as the Secretary may prescribe. Of the funds appropriated for a fiscal year to carry out this title, not more than 2 per centum thereof, or \$4,000,000, whichever is the lesser, may be used for the purposes of this section."

Sec. 6. (a) The first sentence of section 231 of the Act is amended by inserting before the period at the end thereof the following: ", except that with respect to education to be provided pursuant to referrals under subsection (b) or (i) of section 202, the Secretary of Health, Education, and Welfare may make arrangements for the provision of the education to be provided under such subsection through other appropriate education agencies".

(b) The second sentence of section 231 of such Act is amended by striking out ", if facilities or services of such agencies or institutions are not adequate for the purpose," and by inserting before the period at the end of such sentence the following: "where such institutions can provide substantially equivalent training with reduced Federal expenditures".

(c) The third sentence of section 231 of such Act is amended to read as follows: "The State agency shall be paid 50 per centum of the cost to the State of carrying out the agreement, except that for the period ending June 30, 1965, the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed persons, and for the fiscal year ending June 30, 1966, the State agency shall be paid 66 2/3 per centum of such cost."

Sec. 7. (a) Subsection (a) of section 304 of the Act is amended by striking out "and a like amount for the fiscal year ending June 30, 1965" and inserting in lieu thereof the following: "and each of the three succeeding fiscal years".

(b) Subsection (b) of such section is amended by striking out "\$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965" and inserting in lieu thereof the following: "\$211,000,000 for the fiscal year ending June 30, 1964, \$422,000,000 for the fiscal year ending June 30, 1965, \$281,333,333 for the fiscal year ending June 30, 1966, and \$211,000,000 for the fiscal year ending June 30, 1967".

(c) Subsection (c) of such section is amended by striking out "and a like amount for the fiscal year ending June 30, 1965" and inserting in lieu thereof the following: "and each of the three succeeding fiscal years".

Sec. 8. Section 305 of the Act is amended by striking out "vocational".

Sec. 9. Subsections (a) and (b) of section 309 of the Act are each amended by striking out "March 1, 1964" and inserting in lieu thereof "April 1, 1964, April 1, 1965, and April 1, 1966".

Sec. 10. Section 310 of the Act is amended by striking out "1965" both times it appears and inserting in lieu thereof "1967".

AMENDMENT OFFERED BY MR. TAFT

Mr. TAFT. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. TAFT: Section 7(b) is amended as follows:

Strike the figure "\$211,000,000" in lines 20-21 and insert in lieu thereof, "\$161,000,000".

Strike the figure "\$422,000,000" in lines 21-22 and insert in lieu thereof, "\$322,000,000".

Strike the figure "\$281,333,333" in line 22 and insert in lieu thereof, "\$214,666,667".

Strike the figure "\$211,000,000" in line 23 and insert in lieu thereof, "\$161,000,000".

Mr. TAFT. Mr. Chairman, as explained during the discussion on this bill, I offer this amendment because it is my feeling that the level of authorizations included in the bill is excessive. The original plan involved in this measure when enacted in 1962 called for an expenditure in the first year of around \$97 million. Then it moved up to \$161 million in the next year and went finally with State matching coming in in the year 1965 to a level of \$322 million.

The purpose and the effect of the changes which would be made by the amendment I have proposed would be to continue this authorized level of expenditures, but to pick up State matching entirely and put that over onto the burden of the Federal Government in the fiscal year 1965. In 1966 it would require State matching for only one-third. Therefore there is an increased Federal contribution.

Finally, in the last authorization year, fiscal 1967, it would have the effect of setting the program with a Federal contribution again of \$161 million and a State contribution matching it on a dollar-for-dollar basis for a total authorized expenditure level of \$322 million, the original figure that was arrived at when the program was originally contemplated. As I made clear earlier, I feel these authorizations, even though we add to the program, the basic educational and teaching program, even with in-

created special youth programs and making the other changes in the bill, I feel these authorizations would be more than adequate.

As has been pointed out, I agree with the policies that have been followed by Secretary of Labor Wirtz. He has moved with caution in setting up these programs and they have not been able because of caution to move ahead as fast as expected. The target level, for instance, originally called for 400,000 training in the first 3-year period. For this current year the target was 134,000. Actually, the level under training has gotten up to only 61,000. I do not believe the original target is likely to be met.

I pointed out in my supplemental views the appropriations of the Appropriation Committee total only \$110 million for this fiscal year, not the \$161 million authorized.

Even if this amendment should fail I feel reasonably certain it is unlikely that the appropriations that could be justified and enacted for the 2 additional authorized years for this program could exceed the amount of authorization which would result from the adoption of this amendment.

Mr. LAIRD. Mr. Chairman, will the gentleman yield?

Mr. TAFT. I yield to the gentleman from Wisconsin.

Mr. LAIRD. The present authorization for the current program is \$161 million, but our Appropriations Committee has approved the total appropriation the gentleman stated of \$110 million. I think on the basis of the amendments that are being considered today one could justify a higher authorization than \$110 million, but I think that this is a logical and a reasonable figure that is set in the gentleman's amendment, one which I think we could justify as an appropriation level. I hope that the Congress realizes that we are clearing on the current program at \$110 million, so that with increases in appropriations because of the amendments considered today we could bring up the 1964 figure to \$161 million to take care of these amendments. So there is plenty of room to take care of these amendments by the \$161 million.

Mr. TAFT. I thank the gentleman. This has been brought out by the testimony when this bill was considered. I asked the Department several months ago what they expected the first quarter training would be. They stated they expected to have under training some 72,000 in the third quarter, whereas when you actually look at the figures it turns out they have been able to have in training only some 30,000 additional during that period. I am not critical of this, but I think this is a program that has to move slowly. It is not easy to set up programs and do them well without wasting money. I think we keep a better financial administration of this program by this amendment.

Mr. HOLLAND. Mr. Chairman, I rise in opposition to the amendment.

Mr. Chairman, the subject of the cost of this program has been brought into this discussion. This is perfectly normal and as it should be.

However, in our debate the question has been raised whether or not the Government can afford to administer such a program. I think we should also consider whether or not the Government can afford not to undertake this task.

With unemployment in the Nation again on the climb, are we going to stand here and tell those displaced workers, "All we can do for you is let the State in which you live place you on the relief rolls"?

If we do, then we are breaking a law that this Congress passed in 1946, the Full Employment Act, as it states "The Government," that is Congress, "is responsible to promote and insure maximum employment, production, and purchasing power."

We know every Member in this House is concerned about the plight of the unemployed. We have heard speech after speech on the need for action to secure the solution to their problem. Yet when the opportunity presents itself to help some of them we hear the cry, "The Nation cannot afford to do this."

We are aware that these amendments will incur additional expenditures. However, we are also aware that this is the wisest investment this Nation could make.

We have faith in our unemployed and we feel that, if given the chance, they will have the ability to pull themselves out of the rut of despair, and the Nation will benefit from the returns it receives from this additional "investment."

In all the testimony we heard, during our hearings on this legislation this summer, representatives of industry, management, labor, education, and all levels of government testified that "Basic education is necessary if we are to get our unemployed into occupational training," and "More of our unemployed youth must be trained if we do not want to develop tomorrow's hard-core unemployed group." And all the witnesses knew more money would be required to do this.

The majority of Congressmen agree with the need for the amendments. However, some are reluctant to pay for them.

Mr. Chairman, if the need is there, and it is, then we must buy it. We cannot have one without the other.

Mr. O'HARA of Michigan. Mr. Chairman, I move to strike out the last word.

Mr. Chairman, if you were to project the program as the gentleman from Ohio [Mr. TAFT] has done on the scale on which it has been operated during its first and experimental year, you would reach the same conclusion he has reached. But as has been pointed out repeatedly, two changes have taken place. First, this program, a new and experimental program, has made such progress that the department is ready to move ahead with it at the rate which the Congress had originally contemplated.

Second, the amendments made by this bill before us today, with respect to a stepped up youth program and, further with respect to taking on additional trainees who would go into combined basic education and skill courses, envisions an additional 93,000 trainees per year in those courses.

Finally, the on-the-job training program, one of those provisions of the bill in which the Members of the House who voted for this bill a year and a half ago put the most hope, did not cost a nickel for training in the last fiscal year. Very wisely the department was moving slowly in setting up the procedures under which such a program would operate, and they are now ready to go. So we expect an expansion of this program. We would naturally and normally expect an expansion of this program. If we did not have one, we would be disappointed in the outcome of the legislation we enacted.

Very frankly, Mr. Chairman, if I had thought a year and one-half ago that this program would never get any further off the ground than it did in its opening phases, I would never have come down here to vote for its enactment.

The point is, Mr. Chairman, we are ready to move at an accelerated rate. There are unemployed who qualify for training; who can take such training; and who can enter jobs. We want to help them and we are not going to be able to do so unless we have the money to do it.

Mr. Chairman, I am very much opposed to the amendment offered by the gentleman from Ohio although I agree with his analysis of the rest of the bill. I am sorry we have to disagree on this, but I am particularly opposed to his amendment as it affects not the current fiscal year but the next 2 fiscal years following this current fiscal year when we could expect some expansion and improvement in the program. So I would ask the House to vote down the amendment offered by the gentleman from Ohio.

Mr. TAFT. Mr. Chairman, will the gentleman yield?

Mr. O'HARA of Michigan. I yield to the gentleman.

Mr. TAFT. I would like to ask the gentleman then if he does not agree that for this fiscal year at any rate, there is no need for any additional authorization? Do I understand the gentleman correctly to say that; and is it not true that the Department of Labor for all practical purposes has so stated?

Mr. O'HARA of Michigan. I would say to the gentleman, there is some room for a difference of opinion as to what is needed. I have not thought that the Department needed perhaps as much as it asked for the current fiscal year. But I think it could use some money in this current fiscal year. The Department probably will not need as much as we provided when we wrote the amount in the bill for the current fiscal year. But so far as the 2 subsequent fiscal years are concerned, I am really very much concerned.

Mr. O'BRIEN of New York. Mr. Chairman, I move to strike out the requisite number of words.

Mr. Chairman, I rise in support of this bill today for a very urgent reason. It might be described as a personal, selfish, or parochial reason. By virtue of an edict from the Pentagon, the infallible Mount Olympus of our Government, Schenectady County, N.Y., which is in

my district, is about to be transferred from a distress area into a disaster area.

There has been a lot of talk here today about economy and there has been talk in other places. Some have stated during this debate that this kind of legislation offers only a soothing syrup for a man with a brain tumor and that the real solution is to provide jobs.

I suggest to you that the overloads in the Pentagon are creating unemployment faster than we can patch up the economic bruises of their victims.

The Pentagon has announced, with a blare of economy trumpets, that it intends to close the Schenectady Army Depot where 1,700 persons are employed in a city already devoting nearly half of its budget to welfare.

The Pentagon claims a saving, which I dispute, of \$1.5 million a year by closing this installation which has served the country well since World War I. It neglects to state that its own economy experts, after a costly 13 months investigation, recommended that the depot be continued in the interests of economy.

The taxpayers of this country, Mr. Chairman, do want economy, but they do not want the kind of economy which shows a saving of \$1 million in one department and a consequent additional spending by other agencies of Government of twice that amount.

The Deputy Secretary of Defense was asked yesterday if his Department, in closing down installations, considered the impact when the area affected was distressed. "That" he replied "is not our responsibility."

I wonder if he and I are working for the same Government. I will vote for this bill today, Mr. Chairman, and then I will hold out the tin cup for my district. We will take the poultice because nothing else is left since our own Government is taking without just cause jobs from 1,700 of our people. False economy not only means no savings to the taxpayers, but it can trigger a general depression.

SUBSTITUTE AMENDMENT OFFERED
BY MR. GIBBONS

Mr. GIBBONS. Mr. Chairman, I offer a substitute amendment.

The Clerk read as follows:

Page 8, strike out lines 17 through 24, and insert the following:

"(b) Subsection (b) of such section is amended by striking out '\$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965' and inserting in lieu thereof the following: '\$161,000,000 for the fiscal year ending June 30, 1964, \$407,000,000 for the fiscal year ending June 30, 1965, and \$281,000,000 for the fiscal year ending June 30, 1966.'"

(Mr. GIBBONS asked and was given permission to revise and extend his remarks.)

Mr. GIBBONS. Mr. Chairman, the substitute amendment that I have offered for Mr. Taft's amendment simply does this: It provides for a different redistribution of the funds authorized by this bill. In actual dollars and cents it amounts to a \$9.5 million, or a little more than that, savings on Mr. Taft's amendment. It is \$276 million under the committee bill, and it would shorten the pro-

gram. This is a brand new program and is certainly needed. I know it is needed in my community.

Last year because of a national policy change placing an embargo on Cuban tobacco the cigar industry in my district was greatly curtailed, and where that industry had at one time employed 10,000 people, it is now employing about 2,000 people. We have a vast retraining problem there.

This is a new and very rapidly expanding program. I think that the Congress should reserve to itself the right to come back and reexamine the program, see how the administration is carrying it out. I believe that the redistribution of funds, as I have proposed in my amendment, is a more equitable distribution than that proposed by the gentleman from Ohio [Mr. Taft]. I think it would allow the orderly expansion of the program under the administration and also allow Congress to rework the program in the light of the experience that we have had. Let us realize that this is a new program and one that Congress should exercise its responsibility on, to reexamine and rework it as we learn from experience.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman.

Mr. POWELL. Mr. Chairman, I would like to compliment the gentleman on his substitute. Although it does end up \$9 million less than the Taft amendment it does give us an opportunity at an earlier date to review this program again. I would like to support the substitute.

Mr. GIBBONS. This amendment saves money. It will quicken the congressional review of the problem and it will certainly provide that there be no lag in this very well needed program.

Mr. TAFT. Mr. Chairman, I rise in opposition to the substitute.

Mr. Chairman, let us not be deluded by this amendment as an amendment which cuts back the total authorization by more than \$9 million over the cut that I suggested in the authorization. It does that by the very simple expedient of cutting out the last year, the fiscal year 1967, from the program entirely and picking up the \$161 million which my amendment had for that fiscal year. The bill actually had \$211 million for the 1967 authorization and spread that back over the other 3 years.

Mr. LANDRUM. Mr. Chairman, will the gentleman yield?

Mr. TAFT. I yield.

Mr. LANDRUM. In effect the substitute amendment actually increases the amount, the largest amount authorized in this bill from \$422 million to a figure the exact amount of which I do not at the moment recall. But it would be more than the \$422 million under the substitute amendment whereas under the amendment offered by the gentleman from Ohio we would get \$100 million less.

Mr. TAFT. I do not think the gentleman is quite correct but he is very close to it. What the substitute amendment does, as I see it, is to take away from the present bill \$50 million in the first

fiscal year, which my amendment would do also. However, it takes off only \$15 million in the second fiscal year rather than \$100 million, which my amendment does. And in the third fiscal year it takes off nothing whereas my amendment would take off some \$65 million.

Mr. LANDRUM. The gentleman's amendment does not contemplate that this law would last longer than 3 years, is that correct?

Mr. TAFT. That is correct. I would like to point out with regard to the substitute amendment that it has one fatal flaw to which I want to call attention; that is, contrary to the determination of the committee, it fails to establish the 50-50, dollar-for-dollar matching principle at the end of the program in the last year.

Mr. POWELL. Mr. Chairman, I ask unanimous consent that all debate on this amendment and all amendments thereto close in 5 minutes.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

The CHAIRMAN. The Chair recognizes the gentleman from New York [Mr. GOODELL].

Mr. GOODELL. Mr. Chairman, I rise in opposition to the substitute amendment offered by the gentleman from Florida [Mr. GIBBONS]. I do so because I believe so very deeply in this matching principle. Let us remember, first of all, that the only reason the Gibbons amendment can end up with a total figure savings that is close to the Taft amendment is that the Gibbons amendment eliminates the third year completely which involves \$211 million. That is where he picks up most of the money. Everyone concedes that we are going ahead and will have a program the third year, but the unfortunate thing that is done if the Gibbons amendment is adopted is that it leaves us with the States matching one-third and the Federal Government matching two-thirds.

The present act with the Taft amendment would not change the ultimate requirement of 50 percent matching by the States. It provides that matching next year would be waived. The following year the States would match one-third to two-thirds by the Federal Government. And, then, the final year it would be done on the basis of dollar-for-dollar matching, State and Federal.

Mr. Chairman, I think this is a very basic concept that must be preserved in the act.

Mr. WAGGONER. Mr. Chairman, will the gentleman yield?

Mr. GOODELL. I yield to the gentleman from Louisiana.

Mr. WAGGONER. Would the gentleman agree as well that the Gibbons substitute contemplates a review of the program and a program of longer life?

Mr. GOODELL. A review of the program but with longer life?

Mr. WAGGONER. A review of the program which will extend the life of the program?

Mr. GOODELL. I believe the Gibbons amendment itself does involve a review of the program but I do not believe it af-

fects the life of the program one way or the other.

The CHAIRMAN. The Chair recognizes the gentleman from California, [Mr. MILLER].

(Mr. MILLER of California asked and was given permission to revise and extend his remarks.)

Mr. MILLER of California. Mr. Chairman, the Committee on Education and Labor of this body has reported that the record for the first 12 months of operation of the Manpower Development and Training Act is "an unqualified success." I rise to express my full agreement with this finding and my full support of the full committee amendments before us which are necessary and desirable to move the program forward toward fuller realization of its potentialities and objectives.

Mr. Chairman, I believe at this time it is essential that we get on with this fine program as quickly as we can, forestalling the time, to make sure that we do have an adequate working program in being.

Mr. Chairman, we were confronted just recently with a cutback in some of the military establishments. We cannot expect the military establishments to be maintained as make-work programs, to be WPA's. We must be prepared to offer retraining for those displaced to lessen the impact of closing installations.

Mr. Chairman, if the shipbuilding industry and the aircraft industry is going to be phased out because of the lessening of international tensions, we must be prepared to pick up the jobs that are going to be lost in these industries. A retaining program at this time is entirely essential and must be gotten on with.

That this law was vital, and that getting it into operation was tough, nobody will deny. That it has achieved so much in so short a time is a testimonial to its need, its worth, and the great effort which went into producing these initial results. At this early date—after only little more than 1 year of operation—the number of projects which have already been approved provide training for about 100,000 trainees. About one-fifth of these trainees have already completed their training, and about 70 percent of these have already been placed in jobs, nearly all of them utilizing their newly acquired skills. Now that the program has gotten into gear, training is currently proceeding at the estimated rate of 108,000 trainees per year, and training capacity and operating knowledge and experience enables an estimate that this number can be increased to over 200,000 in the third year of the act's operation.

This record certainly justifies original enactment of the law, and encourages support of the modifications now before us which will give it even sharper teeth to bite into the Nation's most pressing domestic problem of proper utilization of our manpower resources and alleviation of persistently high levels of unemployment.

The figures alone do not tell the entire story. For this we must go to the people and the projects behind the figures. These lend even more support to the

serious endeavor and commitment which was made in this legislation.

Let us look first at the scope of the training program already undertaken. Almost 2,400 individual training projects had been approved by the end of October. These covered a broad spectrum of over 400 job fields throughout the United States—in 49 States, the District of Columbia, and Puerto Rico and the Virgin Islands. Let us reflect on this for a moment. Unfilled and hard-to-fill job needs were searched out and a reasonable expectation of employment was found to exist for over 400 different occupations of all types: professional, technical, skilled and semiskilled industrial crafts, clerical and white collar, and the newly emerging service occupations—maintenance and repairmen, automobile mechanics, and a battery of health occupations, among others. Training programs were developed, many of which have already been completed, and our unemployed and underemployed citizens selected, to fill these needs. This represents the most intensive and concerted effort thus far experienced in balancing labor market factors.

Even more heartwarming is the story of the people behind this training program. The central fact of the experience gained thus far under the Manpower Development and Training Act is that it is successful in reaching the long-term unemployed—those with 15 or more weeks of unemployment. About half of the enrollees in training projects come from this category of jobless workers. Nearly 1 out of 5 of all enrollees, moreover, had been looking for a job for over a year. Many of these represent our hardcore unemployed who had become obsolete in the labor market. No emphasis is needed to underscore the value of salvaging these people by restoring them to productive work and human dignity.

To an even greater extent, training programs are reaching adult workers of prime working age—22 to 44 years—with strong attachment to the labor force. About two-thirds of all trainees are in this category, which includes to a very great extent the heads of families of our unemployed population. Directing these people into occupations affording opportunities for employment is not only a labor market need but a vital necessity for our national health and stability.

In addition to the prime thrust of dealing with the rehabilitation of the unemployed, this act has also had some salutary effects for other disadvantaged groups in our society. A beginning has been made—which must be expended through provision of broader measures which we are now considering here—in coping with the ever-deepening "social dynamite" of our youth unemployment problems. Older workers, the "forgotten men" of our economy, have profited from this program, comprising about 10 percent of the trainees. Women are being trained in substantial numbers to prepare them for their increasing responsibilities and participation in the working world in this modern age. And our nonwhite citizens—probably the most disadvantaged group in our labor force—have been given the opportunity long

awaited to acquire better skills and employment opportunities. These workers make up 23 percent of all enrollees, about the same proportion as they comprise of the total unemployed. An even greater proportion of these trainees are drawn from the long-term unemployed.

These early operating results leave no doubt that this act is reaching out in all directions of need and opportunity envisaged at the time of its passage. It has more than paid for itself in terms of unemployment insurance, public welfare, and other dependency costs which are the alternatives. More than this are the human values and costs served. These cannot be expressed in cold figures and facts. We need only search our memories and hearts for this unestimable estimate.

Let me refer to just one example—one of many—of what has been and can be accomplished under this act. At the Virginia State College in Norfolk a pilot project was developed to retrain hardcore unemployed, unskilled workers to qualify for employment in skilled and semiskilled occupations in which employment opportunities exist. One hundred men past the age of 25, half of them unemployed so long as to no longer be receiving unemployment compensation, were approved for a 1-year training course which coordinated vocational education, general basic education, counseling and occupational training. Their inability to find work was not the result of their not wanting to work or not having the capacity for learning skills. It was caused by their not having the skills or sufficient education to qualify for available jobs. The training program developed enabled them to advance their literacy level considerably, and at the same time to receive occupational training. Ninety of these men graduated from this course and emerged with skill qualifications in a number of occupations—electronics technicians, brick masons, sheet metal workers, automobile mechanics, and building maintenance workers. For these men there is a new fulfillment and realization of their occupational potential. For them and their families they have been salvaged for a life of productive work and economic stability.

This is only one example of what is and can be accomplished under this act. Similar opportunities have been provided and have borne results under hundreds of other training projects already completed—and more to come. It surely needs no repeating that we here are both committed and dedicated to continuing this program and to strengthening it wherever we find a loose stone.

The CHAIRMAN. The Chair recognizes the gentleman from New York [Mr. POWELL].

Mr. POWELL. Mr. Chairman, I request the support of the members of the Committee of the amendment which has been offered by the gentleman from Florida [Mr. GIBBONS]. It is \$9 million less than provided for by the amendment offered by the gentleman from Ohio [Mr. TAFT]. Also, it gives the Congress an opportunity to reexamine the program in 3 years rather than 4.

Finally, the 50-50 matching participation of the States can be added when Congress does review the program, beginning that year.

So, Mr. Chairman, I ask for a vote in favor of the amendment offered by the gentleman from Florida [Mr. GIBBONS].

The CHAIRMAN. The question is on the substitute amendment offered by the gentleman from Florida [Mr. GIBBONS].

The question was taken; and on a division (demanded by Mr. GIBBONS) there were—ayes 102, noes 105.

Mr. GIBBONS. Mr. Chairman, I demand tellers.

Tellers were ordered, and the Chairman appointed as tellers Mr. GIBBONS and Mr. TAFT.

The Committee again divided, and the tellers reported that there were—ayes 137, noes 121.

So the substitute amendment was agreed to.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Ohio [Mr. TAFT], as amended by the substitute.

The amendment was agreed to.

AMENDMENT OFFERED BY MR. LANDRUM.

Mr. LANDRUM. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. LANDRUM: Page 4, beginning in line 24, strike out "have concluded that further school attendance by such youth is no longer practicable under the circumstances" and insert in lieu thereof the following: "have concluded, after considering any assistance available (under section 13 of the Vocational Education Act of 1963), that further school attendance by such youth in any regular academic or vocational program is no longer practicable under the circumstances."

Mr. LANDRUM. Mr. Chairman, considerable discussion has been had here today about the possibility of conflict between this program, as it relates to the training of youths between the ages of 17 and 22, and the program contemplated in the Vocational Education Act of 1963. While it is true that various members of the committee have stated there is no intention on the part of the sponsors of this legislation, and certainly I believe there is no intention on the part of the agency of Government which will be charged with its administration to interfere with the vocational education program as contemplated in the Vocational Education Act of 1963, I believe that in order to allay these fears and to remove any question about whether the two programs may come into conflict that this amendment is necessary.

I do not see that it does any violence or harm whatever to the overall program contemplated in this legislation, and I do believe it clarifies the question of whether we will have under section 13 of the Vocational Education Act the work-study program, an opportunity for a conflict to develop and actual competition to arise between the Department of Labor and the Department of Health, Education and Welfare.

Mr. O'HARA of Michigan. Mr. Chairman, will the gentleman yield?

Mr. LANDRUM. I yield to the gentleman.

Mr. O'HARA of Michigan. I just want to say it was our intention all along to avoid such conflict and the gentleman's amendment would clarify that point. I think the amendment the gentleman has offered is a good amendment.

Mr. POWELL. Mr. Chairman, will the gentleman yield?

Mr. LANDRUM. I yield to the gentleman.

Mr. POWELL. I think the gentleman from Georgia has made a very worthwhile contribution to this bill, and I would like to accept the amendment.

Mr. LANDRUM. I thank the gentleman.

The CHAIRMAN. The question is on the amendment offered by the gentleman from Georgia [Mr. LANDRUM].

The amendment was agreed to.

Mr. POWELL. Mr. Chairman, I ask unanimous consent that all debate on the bill, and all amendments thereto, close at 5 o'clock.

The CHAIRMAN. Is there objection to the request of the gentleman from New York?

There was no objection.

AMENDMENT OFFERED BY MR. GIBBONS

Mr. GIBBONS. Mr. Chairman, I offer an amendment.

The Clerk read as follows:

Amendment offered by Mr. GIBBONS: Page 5, beginning in line 12, strike out "and for each fiscal year thereafter such amounts shall be paid on condition that such State shall bear 50 per centum of the amount of such payments".

Page 5, beginning in line 20, strike out "and 50 per centum of the amount of such benefits paid thereafter".

Page 8, line 16, strike out "three" and insert "two".

Page 9, line 3, strike out "three" and insert "two".

Page 9, line 12, strike out "1967" and insert in lieu thereof "1966".

Mr. GIBBONS. Mr. Chairman, all this amendment does is, it is a conforming amendment to conform with the amendment we have already adopted reducing the amount of money in this program. I want to point out very clearly that I support the idea of a 50-percent participation in the program by the various States, and when the proper time comes I will certainly support it with all my efforts.

Mr. JONES of Missouri. Mr. Chairman, will the gentleman yield for a question?

Mr. GIBBONS. I will be glad to yield to the gentleman from Missouri.

Mr. JONES of Missouri. If you say you will support that, would you not also have to go over on page 8 and strike out all of lines 4 through 12 to provide for 50 per centum by the State after 1964 in the present bill?

Mr. GIBBONS. The bill as it is presently drawn graduated the State's participation in this program, and I support that. I support the ultimate 50 percent. I support the same graduation we have had in the bill all along, but when we get to 1966, when we have to take this legislation up again, if we decide we want to take a look at it at this time, I would then support the 50-percent participation.

Mr. JONES of Missouri. But you are

extending at this time 100-percent participation. In other words, 100 percent Federal payment for the fiscal year 1965.

Mr. GIBBONS. No.

Mr. JONES of Missouri. Yes.

Mr. GIBBONS. That is what the bill does already.

Mr. JONES of Missouri. But I mean the present law does not do that.

Mr. GIBBONS. No, but the bill does that already, and what I am doing now is this: this is just a conforming amendment to conform with the money we have already stricken out of the bill.

Mr. GOODELL. Mr. Chairman, could we have the amendment reported again?

The CHAIRMAN. Without objection, the amendment will be reported again.

There was no objection.

The Clerk reread the Gibbons amendment.

Mr. GOODELL. Mr. Chairman, I rise in opposition to the amendment, and I would like to ask the gentleman from Florida a question.

If I understand what was said correctly, he himself favors the 50-percent matching principle.

Mr. GIBBONS. That is right.

Mr. GOODELL. Then, I do not see any harm in leaving this language in the bill. We thereby underline the intention of the Congress that any subsequent years will be on a 50-50 basis. The gentleman is stopping, as I understand it, by his earlier amendment, all authorizations at the one-third matching level. If he had not cut off the last year of authorizations, he agrees he would like to have a 50-50 matching go into effect. It will, by this amendment, just strike the requirement that in subsequent years the 50-50 matching will apply. I do not see that the language of the bill as it is now does any harm, and I think it does underline the Congress intent that in subsequent years when we do authorize money for those subsequent years, the States are going to have to be prepared to match on a 50-50 basis.

Mr. GIBBONS. I would have no objection, frankly, either to amending my amendment or substituting for my amendment to allow on page 5 those two 50 per centums to remain in there, because I do not think they hurt the bill at all. But over on pages 8 and 9 as to the change of 2 and 3, I do not think there is any objection to striking that out.

Mr. GOODELL. I do not have any objection to that.

Mr. GIBBONS. Can we have the amendment then worded to leave those 50 per centums in there? It will not hurt anything.

Mr. POWELL. Mr. Chairman, I ask unanimous consent that the gentleman's amendment be revised to include the 50 percent he struck out.

The CHAIRMAN. The Clerk will report the modified amendment.

The Clerk read as follows:

Amendment offered by Mr. GIBBONS:

Page 8, line 16, strike out "three" and insert "two".

Page 9, line 3, strike out "three" and insert "two".

Page 9, line 12, strike out "1967" and insert in lieu thereof "1966".

The CHAIRMAN. Is there objection to the request of the gentleman from Florida?

Mr. GROSS. Mr. Chairman, reserving the right to object, if this bill is to be rewritten by unanimous consent on the House floor—and I am sure the gentleman understands this is unusual procedure—will it meet the clarion call of President Johnson for thrift and frugality? Will the President then be satisfied with this bill?

Mr. GIBBONS. I could not tell the gentleman that. I have not consulted with him about this specific amendment. I think we are moving in that direction.

Mr. GROSS. I wonder when Members of the House are going to answer the call of the President for economy, thrift, and frugality. I would like to ask, too, whether the gentleman thinks this will in any way affect the retraining of Members of Congress? Next year being an election year some Members who have failed to support economy may not be returned to Congress and may well need retraining for some other job. Mr. Chairman, I am opposed to this bill, especially with the Gibbons amendments.

Mr. GIBBONS. I only say that every man has to vote his own conscience on this matter.

Mr. GROSS. Mr. Chairman, I withdraw my reservation.

The CHAIRMAN. Is there objection to the request of the gentleman from Florida?

There was no objection.

The CHAIRMAN. The question is on the amendment.

The amendment was agreed to.

Mr. GOODELL. Mr. Chairman, I move to strike out the requisite number of words. I take this time to announce so the Members will be clear what the parliamentary situation will be, that I intend to demand a separate vote on both of the Gibbons amendments that have been adopted. It is my understanding that if the House votes down the Gibbons amendments that were agreed to we will then be free to have a recommittal motion which can cut the funds, not by the amount proposed by the gentleman from Ohio [Mr. TAFT], but by half as much as the Taft amendment would have cut them in all the years affected. I think everyone can concede that the program will live easily within those bounds. Frankly, I prefer the bill as it came to the floor to the bill as it has been amended by the amendments of the gentleman from Florida [Mr. GIBBONS]. I think it is a better bill because it does retain the 50-percent matching principle.

We have now stricken the 50-percent matching principle, with the States and the Federal Government matching equally. So by voting down the Gibbons amendments we will be permitted to have a recommittal motion that will cut the funds in the bill 50 percent as much as the Taft amendment would have cut those funds. I think that would be a wholly fair and acceptable amendment, and I hope that we can enact it.

Mr. CURTIS. Mr. Chairman, I move to strike out the requisite number of words.

Mr. Chairman, I simply wanted to ask the gentleman from New York if it is not true that even with the Gibbons perfecting amendments the 50-50 matching fund no longer specifically is directed to the authorization amounts?

Mr. GOODELL. That is correct.

Mr. CURTIS. I think there are many in the House, particularly those who voted for the Gibbons amendments, who do not realize that point. I am very hopeful that when the vote comes on the Gibbons amendments they will be voted down so that we can offer a motion to recommit with these instructions. If they are not voted down then the motion to recommit, as I understand the parliamentary procedure, cannot contain that. I have been very much for this program. Yet, I may feel constrained to have to vote against the bill if the Gibbons amendment prevails.

Mr. ROOSEVELT. Mr. Chairman, will the gentleman yield?

Mr. CURTIS. I yield to the gentleman from California.

Mr. ROOSEVELT. I am not quite sure about this. Did the gentleman say we would not keep the matching principle under the Gibbons amendment?

Mr. CURTIS. Under the Gibbons amendment, the 50-50 is out, and even with the perfecting amendment, it does not relate to the authorizations.

Mr. ROOSEVELT. I think the gentleman is wrong.

Mr. GOODELL. Under the Gibbons amendment we kept the one-third matching by the States in the fourth year of this program. Under the bill as it came to the floor, we had a 50-50 matching proposition. In the fifth year the matching went to one-half. That fifth year of the program has now been stricken and eliminated by the Gibbons amendment. In his second amendment, however, he left in what is hopeful language, that when we do authorize the fifth year of this program the States will be expected to match on a 50-percent basis.

Mr. ROOSEVELT. Mr. Chairman, will the gentleman yield further?

Mr. CURTIS. I yield to the gentleman from California.

Mr. ROOSEVELT. The point is that for the years that are now in the bill, the one-third matching that was covered is still in the bill is it not?

Mr. CURTIS. That is correct.

Mr. ROOSEVELT. The only thing that is left out is the last year, but nothing else is left out at all.

Mr. CURTIS. Yes; but it does not tie into the authorization, which I think is important.

The CHAIRMAN. The Chair recognizes the gentleman from New York [Mr. POWELL].

Mr. ALBERT. Mr. Chairman, will the gentleman from New York [Mr. POWELL] yield to me at this time?

Mr. POWELL. I yield to the distinguished majority leader.

Mr. ALBERT. Mr. Chairman, I thank the gentleman from New York for yielding. I take this time only to announce to the Members of the House, so that the Members may be advised, that immediately following the disposition of

this bill, we will go on with the vocational education conference report and with the hope of completing it this afternoon.

Mr. GIBBONS. Mr. Chairman, will the gentleman from New York yield to me?

Mr. POWELL. I yield to the gentleman from Florida.

Mr. GIBBONS. Mr. Chairman, so that the Members will understand exactly what is in this bill, if they will just take the bill and look at page 5, line 12, and read it, they will find it is still in there. Lines 12, 13, and 14 are still in there and lines 20 and 21 are still in there. I admit there is no authorization for the money for those years, but the 50-percent-matching provision is still in here. It has not been stricken.

Mr. Chairman, I have stated on the floor that it is my intention to preserve the 50-percent-matching formula, if I ever get to it.

Mr. GOODELL. Mr. Chairman, will the gentleman yield?

Mr. GIBBONS. I yield to the gentleman from New York.

Mr. GOODELL. I agree with the gentleman, but I do not believe we are establishing firmly a 50-percent ratio, unless we authorize funds for the year in question. The gentleman's amendment stops the program at the end of the fourth year. So, anything we say about the fifth year is merely an expression of our desire and we cannot bind a future Congress.

Mr. GIBBONS. That is the way I understand it anyway. You cannot bind a future Congress anyway. We are just expressing our opinion here.

The CHAIRMAN. If there are no further amendments, under the rule, the Committee rises.

Accordingly, the Committee rose; and the Speaker having resumed the chair, Mr. PRICE, Chairman of the Committee of the Whole House on the State of the Union, reported that that Committee having had under consideration the bill (H.R. 8720) to amend the Manpower Development and Training Act of 1962, pursuant to House Resolution 583, he reported the bill back to the House with sundry amendments adopted by the Committee of the Whole.

The SPEAKER. Under the rule, the previous question is ordered.

Is a separate vote demanded on any amendment?

Mr. GOODELL. Mr. Speaker, I demand a separate vote on the two Gibbons amendments.

The SPEAKER. The question is on the remaining amendment, the Landrum amendment.

The amendment was agreed to.

The SPEAKER. The Clerk will report the first amendment on which a separate vote has been demanded.

The Clerk read as follows:

Page 8, strike out lines 17 through 24, and insert the following:

"(b) Subsection (b) of such section is amended by striking out '\$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965' and inserting in lieu thereof the following: '\$161,000,000 for the fiscal year end-

ing June 30, 1964, \$407,000,000 for the fiscal year ending June 30, 1965, and \$281,000,000 for the fiscal year ending June 30, 1966."

Mr. GOODELL. Mr. Speaker, I ask unanimous consent that the two Gibbons amendments be considered en bloc.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

The SPEAKER. The Clerk will report the second amendment on which a separate vote has been demanded.

The Clerk read as follows:

Page 8, line 16, strike out "three" and insert "two".

Page 9, line 3, strike out "three" and insert "two".

Page 9, line 12, strike out "1967" and insert in lieu thereof "1966".

The SPEAKER. The question is on the amendments.

Mr. GOODELL. Mr. Speaker, I demand tellers.

Tellers were ordered, and the Speaker appointed as tellers Mr. GIBBONS and Mr. GOODELL.

The House divided, and the tellers reported that there were—ayes 161, noes 126.

So the amendment was agreed to.

The SPEAKER. The question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed and read a third time and was read the third time.

The SPEAKER. The question is on the passage of the bill.

The bill was passed.

A motion to reconsider was laid on the table.

GENERAL LEAVE TO EXTEND

Mr. POWELL. Mr. Speaker, I ask unanimous consent that all Members may have 5 legislative days in which to extend their remarks on the bill just passed, H.R. 8720.

The SPEAKER. Is there objection to the request of the gentleman from New York?

There was no objection.

VOCATIONAL EDUCATION BILL

Mr. POWELL. Mr. Speaker, I call up the conference report on the bill (H.R. 4955) to strengthen and improve the quality of vocational education and to expand the vocational opportunities in the Nation, and ask unanimous consent that the statement of the managers on the part of the House be read in lieu of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to the request of the gentleman from New York?

Mr. GROSS. Mr. Speaker, reserving the right to object, I would ask the chairman of the committee, the gentleman from New York, if it is proposed to take some time to explain this bill so that we may know what this conference report contains.

Mr. POWELL. Mr. Speaker, I assure the gentleman that time will be taken to explain the conference report.

Mr. GROSS. I thank the gentleman. Mr. Speaker, I withdraw my reservation of objection.

The SPEAKER. Is there objection to the request of the gentleman from New York that the statement of the managers on the part of the House be read in lieu of the report?

There was no objection.

The Clerk read the statement.

(For conference report and statement, see proceedings of the House of December 10, 1963.)

Mr. POWELL. Mr. Speaker, the late President Kennedy said that the passage of the higher education bill and the vocational education bill would mark the most significant year in American educational history since the enactment of the Morrill Land-Grant College Act of 1862.

Therefore, I am more than gratified to bring to this body today the second segment of this two-pronged thrust aimed at alleviating our educational problems—the conference report on vocational education.

On August 6, 1963, by a record vote of 377 yeas to 21 nays, the House passed H.R. 4955, a bill to strengthen and improve the quality of vocational education and to expand vocational education opportunities in the Nation. On October 8, an amended bill passed the Senate and on October 29, the House adopted House Resolution 554, sending this bill to conference.

Since that time, the conferees have worked assiduously to preserve the spirit of the House-passed bill and to report back to you a conference decision which would be as faithful to the original bill as possible.

From every avenue in American life, our attention has been called to the importance of strengthening the quality of vocational education if we are to maintain America's position as a leader in the world of work. Certainly, no period in the history of mankind has been as revolutionary as the past score of years. Knowledge doubles every 10 years and automation has brought with it new ways of work and new points of emphasis on the manner in which work is to be done. Greater stress is being placed upon the importance of education as a background for achieving the highest level of production and utilizing to the fullest extent the human resources of our great Nation. There is little need in our complex society for unskilled laborers and the demands for semiskilled and skilled jobs increase with every passing day.

The vocational education acts which have guided our education in these areas were inaugurated 46 years ago through the enactment of the Smith-Hughes Act. Except for the introduction of the George-Barden Act in 1946, and a few minor changes made possible through the National Defense Education Act, very little has been done in improving the legislation in this important area. Therefore, vocational education legislation needs no defense to a group of this kind. Your previous voting record indicates that you share this point of view with me.

It is likewise obvious that the vocational education program has not kept

pace with new advancements of technological vocational diversification. If full employment is to be realized and if our manpower needs for the future are to be met, great changes must be made in our vocational education opportunities. Recognizing this fact, the conference report before you would do the following:

First. Make available substantial funds to increase the effectiveness of vocational education programs. Such funds would make possible the broadening of the definition of vocational education and to include semiskilled as well as skilled occupations.

Second. It would authorize a new permanent program of financial assistance to the States for the purpose of maintaining, extending, and improving existing programs of vocational education.

Third. It would develop new programs of vocational education through grants for research and financial pilot and demonstration projects.

Fourth. It would establish through grant assistance to colleges and universities and other public nonprofit private agencies and institutions, to State boards, and with the approval of the appropriate State board, to local educational agencies—research and training programs of an experimental nature designed to meet the special vocational education needs of youth.

Fifth. It would authorize Federal funds to be used in the construction and the initial equipping of area vocational schools. The conference report carefully enunciates and defines the meaning of this term to include not only specialized high schools used exclusively or principally for vocational education to persons who are available for full-time study, but also departments of high schools and departments or divisions of junior colleges, community colleges, and universities which provide vocational education in no less than five different occupational fields. Such a program must be available to all residents of the State or area of the State designated and approved by the State board.

Sixth. It would allow Federal funds to be used for (a) all types of teacher training in the fields of vocational education; (b) vocational training of youths who have left or graduated from high school; and (c) specialized training in home economics—10 percent of the funds allotted under this category must be directed toward training of persons to fit them for gainful employment in occupations involving knowledge and skills in home economics.

In order to meet these goals, appropriations would be authorized as follows: \$60 million for fiscal year 1964; \$118.5 million for fiscal year 1965; \$177.5 million for fiscal year 1966; \$225 million for fiscal year 1967 and each fiscal year thereafter.

Seventh. In addition, the conference report provides for a 4-year work-study program for vocational education students and establishment of residential vocational education schools. Such a work-study program would be administered by the local educational agency and made reasonably available—to the extent of available funds—to all youths

in the area served by such an agency. Only those students who have been accepted for enrollment as full-time students in a vocational education program which meets the standards prescribed by the State board and the local educational agency would be eligible to receive assistance under this program. The employment would be limited to 15 hours per week, and compensation would not exceed \$45 in any month or \$350 in any academic year. Such a program would provide for the employment of students who are in good standing and in full attendance in a vocational program, but who lack the financial assistance necessary for completing their educational program.

For the purpose of demonstrating the feasibility and desirability of residential vocational education schools for certain youths of high school age, the Commissioner is authorized to make grants for development of such a program. In making these grants, the Commissioner would give special consideration to the needs of large urban areas and substantial numbers of youths who have dropped out of school or are unemployed.

Highest priority would be given to the District of Columbia metropolitan area. For the purposes of these two programs, a special authorization has been provided: \$30 million for fiscal year 1965; \$50 million for fiscal year 1966; and \$35 million for the next 2 succeeding fiscal years.

EXTENSION AND AMENDMENT OF THE NATIONAL DEFENSE EDUCATION ACT

Besides providing for the much needed changes in vocational education legislation, the conference report likewise extended the National Defense Education Act for one additional year, thus allowing this act to expire June 30, 1965. Several amendments have been included:

First. In regard to general provisions, the act has been extended to cover American Samoa; to permit teachers of federally operated schools to receive benefits; and to extend the benefits of the act to such schools as laboratory schools and State schools for the deaf, and so forth.

Second. With respect to title II, due to expire at the end of fiscal year 1964, the student loan authorization was increased from the present appropriation of \$90 million to \$125 million for the current fiscal year, and established an authorization of \$135 million for fiscal year 1965. Such an increase would make possible the raising of the institutional ceiling from \$250,000 to \$800,000.

Third. The conference report also agreed to extend the moratorium on the running of interest and the payment of the principal on loans while student borrowers are continuing their higher education in approved institutions abroad. The forgiveness feature is also extended for elementary and secondary teachers in overseas schools of the Armed Forces.

Fourth. Under title III, relating to the science, mathematics, and foreign language instruction, the conference substitute extends this title for an additional year until June 1965 and makes certain additional provisions, including broad-

ening the categories of materials and equipment which may be purchased.

Fifth. Under title IV, the payment to institutions of higher education for national defense fellowships was fixed at a flat sum of \$2,500 per year less tuition charged the fellow. Likewise, the Commissioner of Education was authorized to reaward any graduate fellowship which was vacated before the expiration of the said fellowship.

Sixth. In regard to guidance counseling and testing, the conference report provides for an additional year and increases the annual authorization of appropriation by \$2,500,000 from \$15 million per year to \$17,500,000 per year. The guidance and counseling program is extended to all seventh and eighth grade students and the State allotment is increased from \$20,000 to \$50,000.

Seventh. The training of teachers of pupils for whom English is a second language has been added to title VI—"Language Development"—and this title has also been extended for an additional year.

Eighth. Printed and published materials were added to the media for educational purposes included under title VII of the act.

FEDERALLY AFFECTED AREAS

H.R. 4955, as reported in this conference report, includes as its third major area of consideration, aid to federally affected areas. It extends the temporary provisions of Public Laws 815 and 874, 81st Congress, for 2 years, thus allowing the acts to expire June 30, 1965.

I urge you, my colleagues, to adopt this conference report, which will not only add new life and meaning to our vocational education picture; stimulate our elementary, secondary, and college students through the added provisions of the National Defense Education Act; but also will care for the Federal Government's responsibility to its children and youth whose parents must leave their own chosen homes to render a service for our country through the provisions of our impacted aid legislation.

We can no longer delay. We must assure our responsibility for providing the necessary enlightenment of our citizens so that democracy may continue to flourish in our land. No greater monument can be built for our late President Kennedy than to enact this legislation which he so nobly endorsed in his message on education sent to the Congress on January 29, 1963:

Education is the keystone in the arch of freedom and progress. Nothing has contributed more to the enlargement of this Nation's strength and opportunities than our traditional system of free, universal elementary and secondary education, coupled with widespread availability of college education.

It is equally necessary to provide training or retraining for the millions of workers who need to learn new skills or whose skills and technical knowledge must be updated.

The program here proposed is reasonable and yet far reaching. It offers Federal assistance without Federal control. It provides for economic growth, manpower development, and progress toward our educational and humanitarian objectives. It en-

courages the increase of the knowledge, skills, attitudes, and critical intelligence necessary for the preservation of our society. It will help keep America strong and safe and free.

(Mr. POWELL asked and was given permission to revise and extend his remarks.)

Mr. POWELL. Mr. Speaker, I yield 10 minutes to the distinguished author of this bill, the gentleman from Kentucky [Mr. PERKINS], chairman of the committee that was in charge of this bill.

Mr. PERKINS. Mr. Speaker, the conference compromise on H.R. 4955, in my judgment, will enable Federal, State and local education authorities to cooperate in providing an expanded vocational education program so urgently needed to fit our young people for remunerative and productive careers in vocational occupations. It has been 17 years since the Congress last enacted any major legislation in the field of vocational education. Since that time the nature of employment opportunities and the training required has undergone drastic changes. Employment is demanding more and more education and higher degree of skills. Yet under our present trends some 30 to 40 percent of our children now in grade school will not be graduated from high school. About half of those who graduate from high school will end their educational careers at that time and attempt to secure employment. In spite of these trends, only about 13 percent of our 15- to 19-year-olds are enrolled in vocational education programs embraced by the Smith-Hughes and George-Barden Acts. The conference agreement maintains the important provisions of the original House passed bill with respect to:

First. Permitting States to transfer funds between categories under the Smith-Hughes and George-Barden Acts.

Second. Broadening the definition of vocational agriculture to include agriculture related occupations.

Third. Authorizing assistance to business and office and other occupational training not now covered by Smith-Hughes and George-Barden.

Fourth. Periodic analysis of job market conditions so as to assure that the vocational education program will be actually geared to meet employment opportunities.

Fifth. Emphasis on the construction and operation of area vocational schools and that type of program which assures an opportunity in all areas for persons to attend a full-time course of occupational training in the vocational field of his preference.

Turning from the vocational education features of the bill I am delighted that we have been able to include two new provisions in the bill extending and improving the National Defense Education Act and the impacted areas legislation. It is critically important that our institutions of higher learning be given the funds to enable them to make loans to needy students so that the college door will always be open to the deserving student. I am pleased that we have provided not only for extension but increased from \$90 million to \$125 million

branch 77, Phoenix, Ariz., deeply appreciate your sponsorship of House Joint Resolution 174, which provides for the issuance of the "champion of liberty" postage stamp honoring Taras Shevchenko; 1964 is the 150th anniversary of his birth and the date of the unveiling of his monument in Washington, D.C.

We sincerely hope that our Government will honor the contributions of Taras Shevchenko, the Ukrainian poet and humanitarian, to national freedom and human liberty; and will arrange for the issuance of the postage stamp in his honor. Now, after the tragic death of our great President Kennedy, we realize more than ever that we must recognize and honor our champions of liberty and fighters for human rights.

It is our sincere hope that your efforts in issuing the stamp will be successful.

Thanking you for your efforts, we remain Respectfully yours,

Iryna Krylova, Annie Terluk, Mary Sysyn, Nattalie Brewka, Marie Wynnyczok, Msadora Bakovych, Faina Wasylenko, D. Jatihour, C. Lineczyk, K. Lytwynysln, Anne Shalauta, Maria T. Szalauta.

CHICAGO, ILL.,
December 5, 1963.

Hon. THADDEUS J. DULSKI.

DEAR CONGRESSMAN: I want you to know that I and a great many people are grateful to you for introducing House Joint Resolution 174 into Congress. We truly appreciate the efforts made to print a U.S. stamp commemorating Taras Shevchenko, the great Ukrainian poet and writer, outstanding for his fight against the forces wanting to do away with the basic liberties of the people.

I want you to know that you have my support and I sincerely hope that this resolution will be passed by Congress because it is only fair to this great champion of liberty.

Respectfully yours,

ANNA KOZAK.

MOUNT VERNON, WASH.,
November 30, 1963.

Hon. THADDEUS J. DULSKI,
New House Office Building,
Washington, D.C.

DEAR SIR: We strongly thank you for your support of House Joint Resolution 174 which involves the printing of a stamp for the observance of the Taras Shevchenko centennial.

This apostle of liberty and enemy of all oppression, Taras Shevchenko, goes beyond the narrow limits of one country. He is a poet of humanity; his message of brotherhood and love, truth and justice, and above all, of freedom, is worldwide in scope and universal significance. Other poets have sung his song. Other poets are perhaps better known, but none by the pure identification of his with inspiration deserves greater homage or recognition.

I hope that you will continue to see fit to support House Joint Resolution 174. Thank you.

Courteously yours,
UKRAINIAN-AMERICANS OF SEATTLE,
WASH., AND VICINITY,

HALINA HRISHBO,
HELENA GOLWEY,
ALEX. KOSTRESH,
WASYL SOLIMA,
N. D. DAVID.

ROCHESTER, N.Y.,
November 28, 1963.

Honorable Congressman THADDEUS DULSKI:

We thank you very much for introducing of the House Joint Resolution 174 into Congress calling for the issuance of the postal stamps with the image of Ukrainian Poet Laureate Taras Shevchenko in the series of liberty champions.

And we ask very much for further support of this resolution that it may be accepted by the American Congress and effected by the order of Postmaster General in 1964 before the unveiling of the statue of Taras Shevchenko in Washington, American capital in 150th anniversary of the birth of this poet.

We remain,

Sincerely yours,

OSYP and OLENO, MUDRY.

BUFFALO, N.Y.,
November 17, 1963.

The Honorable THADDEUS J. DULSKI,
House of Representatives,
Washington, D.C.

DEAR MR. DULSKI: As an American, born in Ukraine I would deeply appreciate your fullest support toward issuance of Taras Shevchenko's U.S. postage stamp on his 150th birthday anniversary in the coming year 1964.

Shevchenko left behind a treasure in writing, where I found so many times a hope and dream of freedom for my beloved country.

His contribution in literature reached far beyond the Ukrainian ethnic and cultural borders.

He wrote sincerely from experience and knowledge, his words reflecting his never-ending opposition to tyranny in all its forms.

Therefore I believe Shevchenko fully deserves to be honored with a "champion of liberty" postage stamp.

Very sincerely yours,

IWAN ISKALO.

LUDLOW, MASS.,
December 6, 1963.

Subject: Support for a Shevchenko champion of liberty stamp and for a Shevchenko freedom library in the Library of Congress.

The Honorable THADDEUS J. DULSKI,
U.S. House of Representatives,
Washington, D.C.

DEAR CONGRESSMAN DULSKI: We support the issuance of a Shevchenko champion of liberty stamp in 1964, as provided in your House Joint Resolution 174.

We commend you for your continuous efforts on behalf of the captive nations under the Communist domination.

Furthermore, we strongly urge our Post Office Department to consider House Joint Resolution 174 and issue a Shevchenko commemorative stamp in 1964.

We are also endorsing your recommendation to establish a Shevchenko freedom library in the Library of Congress. Such a library would become a center of knowledge not only on Shevchenko but on central and Eastern Europe as well.

Sincerely,

(The above petition was signed by 59 persons.)

UKRAINIAN CONGRESS
COMMITTEE OF AMERICA,
BOSTON BRANCH,
November 27, 1963.

Subject: Petition for support of the issuance of a Shevchenko commemorative stamp in 1964.

The Honorable THADDEUS J. DULSKI,
U.S. Representative,
House Office Building,
Washington, D.C.

DEAR CONGRESSMAN DULSKI: We, the undersigned Americans, approve and support your House Joint Resolution 174, which calls upon our Post Office Department to issue a Shevchenko "champion of liberty" stamp in 1964.

Although Shevchenko was a Ukrainian by birth, we believe, however, that his contributions to freedom are universal, because he sought and fought for freedom of the oppressed everywhere. The American people have always treasured and honored such individuals.

We believe, furthermore, that the issuance of a Shevchenko commemorative stamp cannot but serve the best interests of the United States which has always stood for freedom and self-government of all nations.

Sincerely yours,

O. SZCZUDLUK.

(The above petition was signed by 178 persons.)

HON. HERBERT H. LEHMAN

(Mr. KEOGH (at the request of Mr. CHARLES H. WILSON) was granted permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. KEOGH. Mr. Speaker, I rise to pay my deep respect to the memory of one of our most distinguished statesmen, who has passed away after a most fruitful life at the advanced age of 85 years, Hon. Herbert H. Lehman.

Herbert Lehman served his State and his country exceedingly well for many years. During World War I he rose rapidly to the rank of colonel on the general staff in the Army and there his excellent work was awarded the Distinguished Service Medal.

In 1928 he was elected Lieutenant Governor of New York State and served for two terms until 1932 under Governor Franklin Delano Roosevelt, whom he then succeeded. The people of my State awarded his services by electing him as Governor for four successive terms. Immediately upon completing his terms as Governor, he came to Washington where his work as Director of Foreign Relief and Rehabilitation Operations in the Department of State and subsequently as Director General of the United Nations Relief and Rehabilitation Administration brought him international renown.

In 1949 Herbert Lehman was elected by the people of New York as the U.S. Senator to fill the vacancy caused by the death of Robert F. Wagner and 2 years later was reelected for a full term. Senator Lehman was a lifetime Democrat dedicated to liberal causes to which he contributed so much.

To the widow and family of Herbert H. Lehman, I extend by sincere condolences.

MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

(Mr. FOGARTY (at the request of Mr. CHARLES H. WILSON) was granted permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. FOGARTY. Mr. Speaker, it is important for all of us to realize that in the 15 months since operations began under the Manpower Development and Training Act of 1962, one outstanding fact has emerged:

The training and retraining of unemployed and underemployed workers can be done, and can be done successfully.

Witness the following facts:

More than 100,000 people have been approved for training.

Another 31,000 persons, mostly youth, have been approved for special guidance, testing and counseling under this act.

Persons are now being trained in more than 300 different occupations.

The Manpower Development and Training Act training program has been particularly successful in reaching the long-term unemployed.

Fifty percent of all trainees are long-term unemployed—nearly double the corresponding percent among all jobless workers.

The bulk of Manpower Development and Training Act trainees, as intended by the act, is made up of adult workers with a strong attachment to the labor force.

About one out of every six male trainees is a veteran. Half of these veterans trainees are long-term jobless.

It also has to be pointed out that the bulk of the Manpower Development and Training Act trainees so far are better educated than the total unemployed.

Nearly 6 out of every 10 trainees so far enrolled have a high school diploma. The situation is just the reverse among the unemployed: 6 out of every 10 do not have the high school diploma.

This points to the urgent necessity for providing basic literacy training under the Manpower Development and Training Act if we are to make a meaningful impact on the hard core unemployed who do not have the educational background which would enable them to successfully complete a training or retraining program. Only by providing, as the amendments before us do provide, for basic literacy training will we begin to make a meaningful impact on the hundreds of thousands of persons who do not even have the educational background to pursue an occupational training course.

The Labor Department just a few days ago released its new employment and unemployment figures. They underscore the need not only for additional resources for this program generally; they also underline the dramatic need for helping young people to train and retrain for jobs.

The Labor Department's recent report of November 1963 showed the unemployment rate moving up to 5.9 percent under the impact of a half million increase in the number of jobless over the month. Significantly, the unemployment rate amongst youngsters jumped to 17 percent—3½ times the overall national rate. The amendments being considered today related to youth will help us move thousands of these young people from the ranks of the jobless into gainful employment. As chairman of the Appropriations Subcommittee dealing with this legislation, I would like to emphasize to the House that we have been impressed with the success with which this program has been mounted, the cooperation between the various agencies charged with responsibility for carrying out the provisions of this act—not only nationally here between the Departments of Labor and Health, Education, and Welfare, but also at the State and local level—the high placement rate into gainful employment among those enrollees who have finished their training, and the cooperation of industry and labor in making these programs worthwhile.

The amendments before this House in providing for basic literacy training, in permitting additional youth to take training and retraining, in underscoring the special and demonstration projects for disadvantaged groups, in providing additional training allowances to help unemployed workers and their families while the worker is in training, in giving the several States additional time to meet the requirements of matching Federal funds, and in authorizing adequate resources for these programs will be taking one of the most practical and successful steps toward reducing unemployment in every section of the country among all the different groups in the population.

VOCATIONAL EDUCATION (H.R. 4955)

(Mr. BRADEMAS (at the request of Mr. CHARLES H. WILSON) was granted permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. BRADEMAS. Mr. Speaker, I rise in strong support of H.R. 4955 and wish to make only this brief observation:

With the passage of the legislation we are today considering, the 88th Congress will have taken another forward step toward writing a magnificent record on behalf of American education.

We have already passed a bill to help our colleges and universities build academic facilities.

We have passed a fine medical and dental school bill.

We have passed milestone legislation in the field of mental health.

Only today this House has passed much needed improvements to the Manpower Development and Training Act.

We are at this moment considering legislation which will modernize the vocational education program and make the most significant advance in this field since the vocational educational program began in 1917.

We are today extending the highly successful National Defense Education Act and making some extremely useful improvements in the law.

We are today extending this program for aid to schools in federally impacted areas.

Mr. Speaker, the 88th Congress has already compiled a splendid record of solid achievement on education legislation. It is a record of which we can be proud.

THE SAFETY OF THE PRESIDENT

(Mr. CAREY (at the request of Mr. CHARLES H. WILSON) was granted permission to extend his remarks at this point in the Record and to include extraneous matter.)

Mr. CAREY. Mr. Speaker, I have sponsored House Resolution 586 calling for the appointment of a select committee to make inquiry into the adequacy of the personal security system for the President of the United States and other Federal officials.

The purpose of this resolution is not to place blame or seek recriminations

for past acts. However, the tragedy of November 22 has raised some searching questions which need examination.

The stark fact is that since the institution of the present system every assassin who has attempted the murder of a President has succeeded in his crime either against the President or someone at his side.

This alone would point up the uncertainty of current safeguards.

Despite the unquestioned ability and devotion of the Secret Service there is room for exploration of additional ways and means of securing the life of the President.

Such measures as a more extensive common intelligence system between Federal security agencies like that in the armed services, closer liaison with area military commanders, and State and local police forces, and a more extensive screening and sifting of subversives and defectors would be appropriate considerations.

It has been said too often since November 22 that it is impossible to prevent a marksman with a high-powered telescopic-sight rifle from killing a President.

If this is so, on the record of the last 100 years, the election of 1 of every 5 Presidents has meant a fate of execution.

In the next 100 years with a population of 200 million in a country with relatively open borders, unless some new and more effective system is developed, the prospect is for an even more tragic record of survival.

I therefore believe it is time for the Congress to act with dispatch to seek out every possible improvement with the help of the most expert and knowledgeable minds available in the enforcement profession.

To point up the problem, I invite the attention of my colleagues to an article by President Eisenhower on this subject:

[From the New York (N.Y.) Journal-American, Dec. 7, 1963]

"GREATER RISKS THREATEN PRESIDENTS"—IKE, AND THERE IS NO WAY TO ESCAPE THEM

"The hazards the President must face appear to be increasing."

That was the statement today of former President Eisenhower, in an article in the current Saturday Evening Post on the assassination of President Kennedy.

"The very fact of being President involves certain personal risks, which I believe he must accept," the article continues.

"We should give greater attention to reducing the risks without limiting the President's necessary freedom of movement."

Mr. Eisenhower warns against demands for a degree of safety that would make the White House a virtual prison.

Two other points are raised in the article—Mr. Eisenhower feels the Vice President should be kept closely informed of events, to be ready for an instant takeover in an emergency, and believes the order of succession should be, as it was prior to 1947, from the Vice President to members of the Cabinet.

Mr. Eisenhower declares:

"I believe that the American people have too much good sense to do anything that would impair in the slightest degree the essential, traditional character of the office—one of democracy's most vital institutions and the most important political station in the world."

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE

(For information only;
should not be quoted
or cited)

Issued Dec. 16, 1963

For actions of Dec. 13 and 14, 1963
88th-1st; Nos. 205 &
206

CONTENTS

Adjournment.....18,30	Farm program.....7	Parks.....11
Appropriations.....	Foreign affairs.....8	Patents.....27
.....14,17,20,28,29	Foreign aid.....1,23,28,29	Peace Corps.....23
Area development.....36	Foreign trade.....9,21	Personnel.....16,34..
Beef imports.....32	Government economy.....19	Public works.....31
Coffee.....12	Lands.....38	Reclamation.....35
Cooperatives.....15	Legislative program..17,28	Recreation.....11,25
Cotton.....5	Libraries.....27	River basins.....22
Credit union.....28	Loans.....24,26	Roads.....38
Economics.....37	Manpower.....3	Transportation.....13
Education.....2	Meat imports.....4	Vocational education....2
Electrification....6,22,24	Minerals.....33	Water resources.....10

HIGHLIGHTS: Senate agreed to conference report on foreign aid authorization bill. Senate agreed to conference report on vocational education bill. Senate passed manpower development and training bill. Sen. Humphrey inserted Secretary Freeman's speech to Union Grain Terminal Assoc. Sens. Jordan and McGee expressed concern over meat imports. Sen. Muskie urged enactment of Talmadge-Humphrey cotton bill. Sen. Javits expressed concern over possible "breakup" of European Common Market. Sen. Humphrey inserted his statement on relationship of REA and FPC and Sec'y Rusk's speech on importance of agriculture to foreign relations. House committee reported foreign aid appropriation bill.

SENATE - Dec. 13

- 1. FOREIGN AID.** Agreed to, 61 to 26, the conference report on H. R. 7885, the foreign aid authorization bill. This bill will now be sent to the President. (pp. 23277, 23277-8, 23279-81, 23282-98) See Digest 199 for items of interest.
- 2. VOCATIONAL EDUCATION** Agreed to, 82 to 4, the conference report on H. R. 4955, to strengthen and improve the quality of vocational education and to expand vocational education opportunities. This bill will now be sent to the President. (pp. 23298-312, 23373-4) See Digest 202 for items of interest.
- 3. MANPOWER DEVELOPMENT.** Passed without amendment H. R. 8720, to amend and extend the Manpower Development and Training Act of 1962. This bill will now be sent to the President. (pp. 23341-2). See Digest 204 for items of interest.

4. MEAT IMPORTS. Sens. Jordan and McGee expressed concern over the effects of meat imports on the domestic livestock industry and inserted items on the matter. pp. 23278-9, 23327
5. COTTON. Sen. Muskie reviewed problems in the domestic textile industry and urged passage of the Talmadge-Humphrey bill as a solution to these problems. pp. 23324-5
6. ELECTRIFICATION. Sen. Humphrey inserted his testimony before the Federal Power Commission concerning the relationship between REA and the FPC in which he expressed his opposition to FPC exercising jurisdiction over rural electric cooperatives. p. 2336
7. FARM PROGRAM. Sen. Humphrey inserted Secretary Freeman's speech before the Farmers Union Grain Terminal Association reviewing agricultural policy for the past three years. pp. 23336-9
8. FOREIGN AFFAIRS. Sen. Humphrey inserted Secretary of State Rusk's speech before the Farmers Union Grain Terminal Association concerning the importance of agriculture in conducting our foreign relations. pp. 23339-40
9. FOREIGN TRADE. Sen. Javits expressed concern over reports of possible "breakup" of the European Common Market and urged "the administration to leave no stone unturned in an effort to settle difference between the United States and the EEC in the best long-term interest of both." pp. 23321-4
10. WATER RESOURCES. Sen. Kuchel inserted Sen. Hruska's statement favoring passage of S. 1111, the proposed Water Resources Planning Act to provide for the optimum development of the Nation's water and related land resources. pp. 23351-2
11. RECREATION; PARKS. The Interior and Insular Affairs Committee voted to report (but did not actually report) H. R. 6756, to revise the boundaries of the Mesa Verde National Park, Colo., and S. 792, to provide for the establishment of the Sleeping Bear Dunes National Lakeshore, Mich. p. D993
12. COFFEE. The "Daily Digest" states that the Finance Committee "announced that hearings originally scheduled for Monday, December 16, on H. R. 8864, proposed International Coffee Agreement Act, have been postponed until next year, following completion of consideration of the tax bill." p. D992
13. TRANSPORTATION. Passed as reported S. 2317, to amend the provisions of Sec. 15 of the Shipping Act of 1916 so as to provide for the exemption of certain terminal leases from penalties. p. 23374
14. MILITARY CONSTRUCTION. Both Houses agreed to the conference report on H. R. 9139, the military construction appropriation bill. This bill will now be sent to the President. pp. 23342-4, 23382-8
15. COOPERATIVES. Sen. Humphrey inserted an address by Herbert J. Waters on cooperatives, "The Co-Op Way - Abroad." pp. 23331-3
16. PERSONNEL. Sens. Carlson, Miller, McGovern, and Humphrey debated the merits of soliciting Federal employees for contributions to political dinners. pp. 23344-6

Calendar No. 456

88TH CONGRESS
1ST SESSION

S. 1831

IN THE SENATE OF THE UNITED STATES

SEPTEMBER 5, 1963

Ordered to lie on the table and to be printed

AMENDMENT

Intended to be proposed by Mr. JAVITS to the bill (S. 1831) to amend the Manpower Development and Training Act of 1962, viz: At the end of the bill add the following new section:

1 SEC. . (a) So much of the second sentence of section
2 203 (a) of the Manpower Development and Training Act
3 of 1962 as precedes the proviso at the end thereof is amended
4 to read as follows: "Such payments shall be made for a
5 period not exceeding fifty-two weeks, and the amount of
6 any such payment in any week for persons undergoing train-
7 ing, including uncompensated employer-provided training,
8 shall not exceed an amount equal to 50 per centum of the
9 average weekly manufacturing wage (according to the most

1 recent data available) in the State making such payment
2 or in the United States, whichever is lower:".

3 (b) (1) The first sentence of the second paragraph of
4 such section 203 (a) is amended by striking out "the aver-
5 age weekly unemployment compensation payment (includ-
6 ing allowances for dependents) for a week of total unemploy-
7 ment in the State making such payment during the most
8 recent quarter for which such data are available" and
9 inserting in lieu thereof "the amount of his weekly training
10 allowance as determined under the preceding paragraph".

11 (2) The second sentence of such paragraph is amended
12 by striking out "the average weekly unemployment compen-
13 sation payment referred to above" and inserting in lieu
14 thereof "the amount of his weekly training allowance as
15 referred to above".

16 (c) Section 304 (b) of such Act is amended by
17 striking out "\$161,000,000" and inserting in lieu thereof
18 "\$184,000,000".

AMENDMENT

Intended to be proposed by Mr. JAVITS to the bill (S. 1831) to amend the Manpower Development and Training Act of 1962.

SEPTEMBER 5, 1963

Ordered to lie on the table and to be printed

the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 9139) making appropriations for military construction for the Department of Defense for the fiscal year ending June 30, 1964, and for other purposes.

ENROLLED BILLS SIGNED

The message also announced that the Speaker had affixed his signature to the following enrolled bills, and they were signed by the Acting President pro tempore:

H.R. 5778. An act to amend title 39, United States Code, to increase from 10 to 20 miles the area within which the Postmaster General may establish stations, substations, or branches of post offices, and for other purposes; and

H.R. 8751. An act to amend the Act of March 2, 1931, to provide that certain proceedings of the AMVETS (American Veterans of World War II), shall be printed as a House document, and for other purposes.

AMENDMENT OF MANPOWER DEVELOPMENT AND TRAINING ACT OF 1962

Mr. MANSFIELD. Mr. President, I ask unanimous consent that the Chair lay before the Senate H.R. 8720, so that the Senator from Pennsylvania [Mr. CLARK] may explain the situation.

The PRESIDING OFFICER (Mr. McGovern in the chair) laid before the Senate the bill (H.R. 8720) to amend the Manpower Development and Training Act of 1962, which was read twice by its title.

The PRESIDING OFFICER. Is there objection to the present consideration of the bill?

There being no objection, the Senate proceeded to consider the bill.

Mr. CLARK. Mr. President, the bill is the House version of an amendment to increase authorizations for the Manpower Development and Training Act. Senators may recall that earlier this session the Senate passed S. 1716 and S. 1831, bills which deal in general with the training of school dropouts and the percentage of the total training allowance which could be used for youth training and the matching requirements which were imposed on the States under the original act, and which the Senate decided to waive until June 30, 1965.

The Senate bills also added 52 weeks of literacy training.

Instead of acting on the Senate bill, the House passed its own bill. I now ask the Senate to accept the House bill. This request is made at the suggestion of the Secretary of Labor, Mr. Wirtz. The bill has been cleared with the majority leader, with the minority leader, and with the chairman and all the other members, Republican as well as Democratic, of the Committee on Labor and Public Welfare.

I pay particular tribute to the Senator from Vermont [Mr. PROUTY], who has been a source of great strength to the committee and to the Subcommittee on Employment and Manpower throughout the passage of the Senate bills, and who

is quite content to have the Senate act now on the substitute, the House bill.

Mr. DIRKSEN. Mr. President, will the Senator from Pennsylvania yield?

Mr. CLARK. I am happy to yield to the distinguished Senator from Illinois.

Mr. DIRKSEN. I concur in the accolade bestowed by the distinguished Senator from Pennsylvania upon my compatriot the distinguished Senator from Vermont [Mr. PROUTY]. He has done yeoman work in this field. He introduced substitute legislation in connection with the Youth Conservation Corps and other matters, some of which has found its way into an improved manpower

training bill. So I salute him for the great work which he has done.

Mr. CLARK. I concur in the statement just made by the minority leader.

The differences between the House bill and the Senate bill are relatively minor. The House bill is a little more extensive than the Senate bill.

Mr. President, I ask unanimous consent to have printed at this point in the RECORD, a compilation showing the differences between the House and Senate versions.

There being no objection, the compilation was ordered to be printed in the RECORD, as follows:

HOUSE VERSION

1. Lowers the age of youths eligible for training allowances from 19, as in existing act, to 17. The 17-year-olds would have to have been out of school at least a year.
2. Permits up to 25 percent of the persons receiving training allowances to be youths under 22 years of age. (Present law limits youth training allowances to 5 percent of the total training allowances.)
3. Postpones all matching until July 1, 1965. (Present law requires such matching begin July 1, 1964.) The amendment would require one-third matching in fiscal year 1966.
4. Adds 20 weeks of basic education in reading and writing to training allowance period for those trainees receiving training.
5. Permits increases in the weekly training allowance to \$10 above the State unemployment compensation payment. This provision is designed as an incentive to get unemployed workers to seek training rather than draw unemployment pay.
6. Permits trainees to work up to 20 hours part time without any loss in training allowances.
7. Reduces to 2 years the prior work experience required for trainees to be eligible. (Present law requires 3 years.)
8. Permits a member of the family, where the head is unemployed, to receive a training allowance. Only one person in the family group is eligible at any one time. (Present law limits training to heads of household.)
9. Provides, through demonstration projects, grants and/or loans to unemployed workers to help finance their relocation expenses.
10. Title II: Authorizes \$161 million for fiscal year 1964, \$407 million for fiscal year 1965, and \$271 million for fiscal year 1966 for the training programs. (Present law authorizes \$161 million for each of fiscal years 1964 and 1965.)

SENATE VERSION

1. Lowers the age to 16. Youth would have to have been out of school 6 months. (S. 1831.)
2. Permits up to 15 percent of the total training allowances to be used for youth training allowances. (S. 1831.)
3. Eliminates 50-50 match requirement for the duration of the program—that is, June 30, 1965. (S. 1716.)
4. Adds 52 weeks of literacy training. (S. 1831.)

Mr. CLARK. Mr. President, I ask unanimous consent to have printed at this point in the RECORD a table showing the differences in the authorizations in the two bills.

There being no objection, the table was ordered to be printed in the RECORD, as follows:

AUTHORIZATION FOR APPROPRIATIONS UNDER TITLE II, COMBINING S. 1716 AND S. 1831 FOR COMPARISON WITH H.R. 8720

SENATE BILL		HOUSE BILL	
Fiscal year June 30, 1964:		Fiscal year June 30, 1964:	
New programs.....	\$100,000,000	New programs.....	0
Old programs.....	161,000,000	Old programs.....	\$161,000,000
Total.....	261,000,000		
Fiscal year June 30, 1965:		Fiscal year June 30, 1965:	
New programs.....	100,000,000	New programs.....	85,000,000
Old programs.....	161,000,000	Old programs.....	161,000,000
Pick up State tab.....	161,000,000	Pick up State tab.....	161,000,000
Total.....	422,000,000	Total.....	407,000,000
Fiscal year June 30, 1966.....	0	Fiscal year June 30, 1966.....	0
Entire program \$261 million, which with State matching of one-third (\$140 million) brings program level to \$422 million.			

Mr. CLARK. Mr. President, I should be glad to explain the House bill at great length, if any Senator desired to question me. But in view of the unanimity between the Republicans and the Democrats on the committee, the concurrence of the majority leader and the minority leader, and the desire of the Secretary of Labor to have the House version accepted, I shall not, unless asked to do so, give any further explanation of the differences between the two bills, because they will clearly appear in the RECORD tomorrow morning, in the insertions I have just made.

Mr. McNAMARA. Mr. President, will the distinguished Senator from Pennsylvania yield for a question?

Mr. CLARK. I yield.

Mr. McNAMARA. As I understand, the basic objective of the Manpower Development and Training Act is the reduction of hard-core unemployment, unemployment which results from the fact that the potential employee lacks the skills essential to performance in an existing job vacancy. The bill was designed for situations where there is a demand for labor, but in which prior training or a specific skill is a substantial prerequisite for employment in the given job.

It is not intended to cover industries, such as the garment and apparel industry, where minimal training is needed, where traditionally the employer has provided the necessary on-the-job training, and where there exist a substantial number of experienced and able workers who are presently unemployed. As I understand it, we do not intend to give a competitive advantage to one employer over another by having the Manpower Development and Training Act pay costs which usually and traditionally the employer has assumed, nor do we intend hereby merely to transfer unemployment from one area to another. We do not expect use of the Manpower Development and Training Act training programs in highly mobile, highly competitive industries where minimal employee training is needed and now is undertaken by the employer. I feel that Manpower Development and Training Act assistance in such cases would only add to industrial dislocation. It would be a waste of manpower resources, and in the long run would serve only to discredit the Manpower Development and Training Act and detract from its value.

Is my understanding correct?

Mr. CLARK. So I understand, also.

Mr. McNAMARA. Mr. President, if the Senator in charge of the bill will yield further, there seems to be some question about this matter.

Mr. CLARK. If the Secretary of Labor is not adhering to the policy outlined by the Senator from Michigan—although I think he is—I hope he will begin to do so, without, of course, hastily and unexpectedly interrupting any ongoing projects.

Mr. McNAMARA. Mr. President, I think the bill is a good one, and I am happy to support it.

Mr. PROUTY. Mr. President, will the Senator from Pennsylvania yield?

Mr. CLARK. I yield to the Senator from Vermont.

Mr. PROUTY. Before the vote is taken I wish to express my appreciation to the minority leader [Mr. DIRKSEN], and to the distinguished Senator from Pennsylvania [Mr. CLARK] for their contributions in connection with this bill. The Senator from Pennsylvania is one of the most knowledgeable people in this Congress on manpower problems. He shaped this bill and guided it to pleasant destiny.

Mr. President, 26 million young people will enter the labor force in the 1960's. This great influx of jobseekers at a time when we still have heavy pockets of unemployment is a matter of concern to all.

Right now the unemployment rate is 5.9 percent yet many jobs are unfilled because we lack the skilled people to fill them.

In April of this year I urged the Senate to accept as a substitute for the Youth Conservation Corps an amendment which would alter the Manpower Development and Training Act and make the young unemployed eligible for training allowances. My proposal was defeated at that time. A few days later a Presidential Commission endorsed the same plan and subsequently it was made a part of the administration program.

The bill before us incorporates the idea I offered once before on the Senate floor and which I also introduced as a bill S.1691.

The pending legislation also contains other features, and some of these I must concede are untested and of uncertain value. Let us hope that time proves their wisdom.

In closing may I pay tribute to Ed Friedman, Ray Hurley and Mike Bernstein for their fine assistance in drafting this legislation.

Mr. CLARK. I thank the Senator from Vermont for his kind words.

The PRESIDING OFFICER. The bill is open to amendment.

If there be no amendment to be proposed, the question is on the third reading of the bill.

The bill (H.R. 8720) was ordered to a third reading, read the third time, and passed.

Mr. MANSFIELD. Mr. President, I move that the vote by which the bill was passed be reconsidered.

Mr. CLARK. Mr. President, I move that the motion to reconsider be laid on the table.

The motion to lay on the table was agreed to.

Mr. MANSFIELD. Mr. President, the passage of the vocational education bill is another milestone in the field of education. Rising to compliment the distinguished senior Senator from Oregon [Mr. MORSE] on the passage of this measure and on the passage of other important educational measures is becoming a habit, and I must say in all candor that it is a most enjoyable one.

Congress has taken the following noteworthy steps in the field of education:

First. An excellent medical school and dental school bill, under the manager-

ship of the distinguished chairman of the Committee on Labor and Public Welfare, the Senator from Alabama [Mr. HILL].

Second. A milestone—and the first one—in the field of mental health and mental retardation, also under the distinguished leadership of the chairman of the Committee on Labor and Public Welfare, the Senator from Alabama [Mr. HILL].

Third. A bill to help our colleges and universities build academic facilities—under the distinguished leadership of the senior Senator from Oregon [Mr. MORSE].

And now, fourth, the bill for modernization of the vocational education program, which is the most significant advance in this field since the inauguration, 46 years ago, of vocational education programs. This bill includes an extension of the National Defense Education Act, with useful improvements, and it also extends the programs for aid to schools in federally impacted areas.

In addition, the Senate has passed an excellent library bill—again, under the skillful managership of the senior Senator from Oregon [Mr. MORSE].

And a moment ago, the Senate passed a fine manpower development and training bill, under the skillful supervision of the distinguished senior Senator from Pennsylvania [Mr. CLARK].

Congress has been outstanding at this session in the field of education, and has compiled a record of which it can be proud. For this, a great deal of credit goes to the chairman of the Committee on Labor and Public Welfare, the distinguished Senator from Alabama [Mr. HILL]; to the senior Senator from Oregon [Mr. MORSE]; to the senior Senator from Pennsylvania [Mr. CLARK]; to all other Members, on both sides of the aisle, of the Committee on Labor and Public Welfare; and also to the Congress as a whole.

MILITARY CONSTRUCTION APPROPRIATION BILL, 1964—CONFERENCE REPORT

Mr. STENNIS. Mr. President, I submit a report of the committee of conference on the disagreeing votes of the two Houses on the amendments of the Senate to the bill (H.R. 9139) making appropriations for military construction for the Department of Defense for the fiscal year ending June 30, 1964, and for other purposes. I ask unanimous consent for the present consideration of the report.

The PRESIDING OFFICER. The report will be read for the information of the Senate.

The legislative clerk read the report. (For conference report, see House proceedings of December 12, 1963, p. 23070, CONGRESSIONAL RECORD.)

The PRESIDING OFFICER. Is there objection to the present consideration of the report?

There being no objection, the Senate proceeded to consider the report.

Mr. STENNIS. Mr. President, the major item in the conference report is on military housing. The report, as



An Act

77 STAT., 422.

To amend the Manpower Development and Training Act of 1962.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled. That section 101 of the Manpower Development and Training Act of 1962 (hereinafter referred to as "the Act") is amended by inserting after "sought out and trained" the following: "as quickly as is reasonably possible", and by inserting after "afforded to these people" the following: "with the least delay".

Manpower Development and Training Act of 1962, amendment.
76 Stat. 23.
42 USC 2571.

Sec. 2. (a) Subsection (a) of section 202 of the Act is amended by striking out the second sentence thereof.

42 USC 2582.

(b) Section 202 of the Act is amended by redesignating subsections (b) through (g) as subsections (c) through (h), respectively, and by inserting immediately after subsection (a) the following new subsection:

"(b) Whenever appropriate the Secretary shall provide a special program for the testing, counseling, selection, and referral of youths, sixteen years of age or older, for occupational training and further schooling, who because of inadequate educational background and work preparation are unable to qualify for and obtain employment without such training and schooling."

Special youth programs.

(c) Subsection (d) of such section (as so designated prior to the redesignation provided for in subsection (b)) is amended by inserting after "training" in the first sentence thereof the following: "(other than for training under subsection (i))".

(d) Such section is further amended by adding at the end thereof the following new subsection:

"(i) Whenever appropriate, the Secretary of Labor may also refer for the attainment of basic education skills those eligible persons who indicate their intention to, and will thereby be able to, pursue courses of occupational training of a type for which there appears to be reasonable expectation of employment. Such referrals shall be considered a referral for training within the meaning of this Act, and such persons shall be eligible for training allowances for not to exceed an additional twenty weeks."

Referrals.

Sec. 3. (a) Subsection (a) of section 203 of the Act is amended—

42 USC 2583.

(1) by inserting in the second sentence of the first paragraph after "fifty-two weeks" the following: "(except where authorized for individuals referred for training under section 202(i))",

(2) by inserting in such sentence after "not exceed" the following: "\$10 more than",

(3) by inserting in the first sentence of the second paragraph after "less than" the following: "\$10 more than",

(4) by inserting in the second sentence of the second paragraph after "compensation and" the following: "\$10 more than", and

(5) by adding at the end of such subsection the following new paragraph:

"The training allowance of a person engaged in full-time training under section 231 shall not be reduced on account of his part-time employment which does not exceed twenty hours per week, but shall be reduced in an amount equal to his full earnings for hours worked in excess of twenty hours per week."

Allowances.
42 USC 2601.

(b) Subsection (c) of such section is amended to read as follows:

"(c) The Secretary of Labor shall pay training allowances only to unemployed persons who have had not less than two years of experience in gainful employment and who are either heads of families or heads of households as defined in the Internal Revenue

77 STAT. 423.

68A Stat. 1
et seq.
26 USC 1 et
seq.
Conditions.

Ante, p. 412.

Payments by
States.

Advisory com-
mittees.
42 USC 2585.

Code of 1954, or who are members of a household in which the head of the household or the head of the family is unemployed: *Provided*, That not more than one person in any one household may be receiving training allowances under this Act at any particular time. Notwithstanding the preceding sentence, the Secretary may pay training allowances at a rate not in excess of \$20 a week to youths seventeen years of age or older who require such training allowance in order to undertake training, who are referred for training in accordance with section 202(b), and who are not entitled to allowances under the preceding sentence, except that no such training allowance shall be paid to any such youth who has not graduated from high school, unless the Secretary has satisfied himself that such youth has continuously failed to attend school for a period of not less than one year and that the local authorities after pursuing all appropriate procedures, including guidance and counseling, have concluded, after considering any assistance available under section 13 of the Vocational Education Act of 1963, that further school attendance by such youth in any regular academic or vocational program is no longer practicable under the circumstances. Not more than 25 per centum of the persons who are receiving training allowances (or who would be entitled thereto but for receipt of unemployment compensation) may be youths under the age of twenty-two."

(c) Subsection (d) of such section is amended to read as follows:
"(d) For the fiscal year ending June 30, 1966, any amount paid to a State for training allowances under this section, or as reimbursement for unemployment compensation under subsection (h), shall be paid on condition that such State shall bear 33⅓ per centum of the amount of such payments, and for each fiscal year thereafter such amounts shall be paid on condition that such State shall bear 50 per centum of the amount of such payments."

(d) Paragraph (2) of subsection (h) of such section is amended by striking out "July 1, 1964, and for 50 per centum of the amount of such benefits paid on or after that date" and inserting in lieu thereof the following: "July 1, 1965, for 66⅔ per centum of the amount of such benefits paid during the fiscal year ending June 30, 1966, and 50 per centum of the amount of such benefits paid thereafter".

SEC. 4. (a) The center heading of section 205 of the Act is amended to read as follows: "ADVISORY COMMITTEES".

(b) Subsection (b) of such section is amended to read as follows:
"(b) For the purpose of making expert assistance available to persons formulating and carrying on programs under this title, the Secretary shall, where appropriate, require the organization on a community, State, and/or regional basis of labor-management-public advisory committees."

(c) Subsections (d) and (e) of such section are amended by inserting "National Advisory" immediately before "Committee" each place it appears.

SEC. 5. Part A of title II of the Act is amended by adding at the end thereof the following new section:

"LABOR MOBILITY DEMONSTRATION PROJECTS"

"SEC. 208. During the period ending June 30, 1965, the Secretary of Labor shall develop and carry out, in a limited number of geographical areas, pilot projects designed to assess or demonstrate the effectiveness in reducing unemployment of programs to increase the mobility of unemployed workers by providing assistance to meet their relocation expenses. In carrying out such projects the Secretary may provide such assistance, in the form of grants or loans, or both, only to involun-

tarily unemployed individuals who cannot reasonably be expected to secure full-time employment in the community in which they reside, have bona fide offers of employment (other than temporary or seasonal employment), and are deemed qualified to perform the work for which they are being employed. Where such assistance is provided in the form of grants, such grants may not exceed 50 per centum of the expenses incurred reasonably necessary to the transportation of the person who is relocating, and his family, and their household effects. Where such assistance is provided in the form of loans, or a combination of loans and grants, the total amount thereof may not exceed 100 per centum of such expenses and shall be made subject to such terms and conditions as the Secretary may prescribe. Of the funds appropriated for a fiscal year to carry out this title, not more than 2 per centum thereof, or \$4,000,000, whichever is the lesser, may be used for the purposes of this section."

SEC. 6. (a) The first sentence of section 231 of the Act is amended by 42 USC 2601. inserting before the period at the end thereof the following: ", except that with respect to education to be provided pursuant to referrals under subsection (b) or (i) of section 202, the Secretary of Health, 42 USC 2582. Education, and Welfare may make arrangements for the provision of the education to be provided under such subsection through other appropriate education agencies".

(b) The second sentence of section 231 of such Act is amended by Facilities. striking out ", if facilities or services of such agencies or institutions are not adequate for the purpose," and by inserting before the period at the end of such sentence the following: "where such institutions can provide substantially equivalent training with reduced Federal expenditures".

(c) The third sentence of section 231 of such Act is amended to Payments to read as follows: "The State agency shall be paid 50 per centum of States. the cost to the State of carrying out the agreement, except that for the period ending June 30, 1965, the State agency shall be paid 100 per centum of the cost to the State of carrying out the agreement with respect to unemployed persons, and for the fiscal year ending June 30, 1966, the State agency shall be paid 66 $\frac{2}{3}$ per centum of such cost."

SEC. 7. (a) Subsection (a) of section 304 of the Act is amended 42 USC 2614. by striking out "and a like amount for the fiscal year ending June 30, 1965" and inserting in lieu thereof the following: "and each of the two succeeding fiscal years".

(b) Subsection (b) of such section is amended by striking out "\$161,000,000 for the fiscal year ending June 30, 1964, and a like amount for the fiscal year ending June 30, 1965" and inserting in lieu thereof the following: "\$161,000,000 for the fiscal year ending June 30, 1964, \$407,000,000 for the fiscal year ending June 30, 1965, and \$281,000,000 for the fiscal year ending June 30, 1966".

(c) Subsection (c) of such section is amended by striking out "and a like amount for the fiscal year ending June 30, 1965" and inserting in lieu thereof the following: "and each of the two succeeding fiscal years".

77 STAT. 424.

42 USC 2615. SEC. 8. Section 305 of the Act is amended by striking out "vocational".

42 USC 2619. SEC. 9. Subsections (a) and (b) of section 309 of the Act are each amended by striking out "March 1, 1964" and inserting in lieu thereof "April 1, 1964, April 1, 1965, and April 1, 1966".

42 USC 2620. SEC. 10. Section 310 of the Act is amended by striking out "1965" both times it appears and inserting in lieu thereof "1966".

Approved December 19, 1963.

LEGISLATIVE HISTORY:

HOUSE REPORT No. 861 (Comm. on Education & Labor).

SENATE REPORTS: No. 458 accompanying S. 1716 and No. 480

accompanying S. 1831 (Comm. on Labor & Public Welfare).

CONGRESSIONAL RECORD, Vol. 109 (1963):

Dec. 12: Considered and passed House.

Dec. 12: Considered and passed Senate.

OFFICE OF THE WHITE HOUSE PRESS SECRETARY

THE WHITE HOUSE

REMARKS OF THE PRESIDENT
ON THE SIGNING OF H. R. 8720
AN ACT TO AMEND THE MANPOWER
DEVELOPMENT AND TRAINING ACT OF 1962
THE CABINET ROOM

(AS ACTUALLY DELIVERED)

I am very glad to approve these amendments to the Manpower Development and Training Act. I would especially like to compliment Senator Clark and Congressman Holland who conducted the hearings on this legislation, and I want to congratulate the entire Congress for acting with such dispatch, particularly the members of both parties.

Under this legislation we are taking some very necessary and very important steps to continue the success achieved thus far under the Manpower Development Training Act enacted last year. We are making it possible for those who lack sufficient education to take advantage of the Act to obtain the basic education that is essential to the undertaking and profiting from occupational training.

Second, we are lowering the age limit for youth training activities to permit payment of allowances to young people of 17 and 18 years of age because workers under 19 years of age account for 16 per cent of our unemployment. We are providing a modest increase in training allowances for family breadwinners and postponing for another year the requirement for state matching so that we may have time to properly appraise the program further. All these steps of course are important. They are important in principle as well as in the practical terms of the 93,000 additional persons these provisions should permit to be trained.

We are especially grateful to Senator Clark for the leadership he has assumed in this field. It was his suggestion, you will recall, that resulted in establishing the Manpower Subcommittee in the Senate. For seven months he has been conducting intensive hearings on what he calls staffing freedom, a problem of getting the right people in the right place in the right job at the right time. I believe with him that the manpower revolution may have far more reaching effects than the industrial revolution of the 19th Century.

Senator Clark's efforts have helped us to find the scope and recognize the importance of this problem. In approving and concurring with these measures I would like to emphasize that all we have done may still be only a small measure of what we must yet do to assure the promise of American opportunity to our young people, to the undereducated, to the family breadwinners that are caught in the dilemmas of our changing technology. Our

MORE

9over0

society surely faces in this decade a rendezvous with a most demanding challenge in these areas. We cannot know what the final answers must be or will be. These steps are first steps but we have a long way to go and it will require the best efforts of us all to meet this challenge during this decade of the Sixties.

I am especially honored to have the distinguished Speaker who early in my Administration took effective steps to bring this legislation to the place where it could be passed present here this morning. I am grateful to each member of the House and Senate of both parties who contributed toward making this Act possible.

END